

California Legislature

**JOINT COMMITTEE ON
REFUGEE RESETTLEMENT AND IMMIGRATION**

**The Impact of Refugee Resettlement
Part I**

PAUL B. CARPENTER

Chairman

ART AGNOS

Vice Chairman

HEARING TRANSCRIPT

**Los Angeles/Orange Counties
(April 29, 1983)**

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resettlement /
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CHAIRMAN CARPENTER: Good morning. I am Senator Paul Carpenter. I'm the Chairman of the Joint Committee on Refugee Resettlement and Immigration. We also have Assemblywoman Doris Allen with us today. Thank you, Doris. Jo Frederick is the Principal Consultant to this Committee and Vu-Duc is the Senior Consultant. We also have our secretary with us, Nits Canaling.

Thank you for being here today. This is the first of a series of six public hearings around the State. All will be held within the next two months in counties that are most heavily impacted by the influx of refugees. In future weeks, we will hold hearings similar to this one in San Francisco, Fresno, San Diego, Sacramento and San Jose.

The purpose of these hearings is two-fold. First, we need to assess the impact of refugee resettlement in California; and I mean both positive as well as negative impacts. This assessment will then permit the California Legislature to enact necessary legislation this next year. Second, the findings from these hearings will enable the leadership of both the Executive and Legislative branches in California to safeguard the interests of our State. We need to protect California's interests effectively and wisely, yet without imposing undue burdens on either the refugees or the local governments.

All of us in this room know that policies regulating the admission or exclusion of refugees and other aliens are the exclusive domain of the federal government. However, we also know equally well that the actual burden of helping the newcomers falls on state and local governments. In addition, as California is

very attractive to old and new Americans alike, refugees have naturally chosen to settle in this State more than anywhere else. Indeed, with approximately only 10% of the federal population, our State has accommodated more than half of all the Indonesian refugees, or over 300,000 people since 1975. And that influx still continues.

It is in this context that our State Legislature has established this Joint Committee on Refugee Resettlement and Immigration to take a good look at the impacts of refugee resettlement in California.

At this first hearing today, we have an impressive list of witnesses. I and other members of the Joint Committee are anxious to hear from you, so let's proceed.

(?)
MS. FREDERICK: Before we get started, let me share with you how we plan in proceeding in the hearing. We plan on having the hearing last from....it started now and go until about 2:00 or 2:30. We've asked that you please limit your remarks to 10 minutes, because we do have a number of people who would like to speak today. Also, if you do have written testimony, please leave it with the Sergeant so that we can have that available when we do the analysis of all of the testimony. We don't plan on breaking for lunch so that we can spend as much time as possible with you today.

So with that, I think we ought to call our first speaker.
(?)
I don't see Mike Friedline---are representing the L.A. Forum?
Not here yet, okay. Mr. Leama? The Director of the Social Service Agency in Orange County. Okay, Dolores Churchill is

presenting the testimony. Thank you.

MS. CHURCHILL: Mr. Chairman, our Director could not be here this morning, and he's asked me to present the testimony for our agency. I'm Dolores Churchill, Deputy Director for the Orange County Social Services Agency.

This testimony of the Orange County Social Services Agency will focus on an area which is probably the priority concern today of every level of government as well as the general population. It is economics. We want to emphasize to this Committee some major costs to state and local government that are even now occurring and will significantly increase during this next fiscal year. The particular costs that I'm planning to discuss relate to the welfare dependent refugee population. And within these very next few minutes, I'm going to briefly tell you how we, in Orange County, would like to have the authority to try to impact welfare dependence of the refugee population.

And yet, I want to ask a caution before I go on. And that is, while I will be talking about the welfare dependent refugee population, I do not want to leave the impression that I am type-casting the refugee population as a whole as welfare dependent. There are many refugees who are self-supporting and many who only initially have to depend a short time on welfare to become self-sufficient. You should know, in fact, that the current estimate of refugee in Orange County, or refugee dependency in Orange County, indicates that the majority of those who are settled in our County have become self-sufficient. Approximately 60-65% are not welfare dependent. And that is, we want to say, we think

quite remarkable of this population when you stop and consider the cultural differences, the language barriers and the initial problem of the marketability of skills that new arrivals bring when they come to this country.

Attached to the testimony, which I have already left with the consultant, is a detailed statistical report that has to do with time-expired welfare dependent refugees. There are many numbers and figures in that report.

Before I give you the bottom line, however, let me explain what we mean by time-expired. By time-expired, we're talking about those refugees who have been in the United States for more than 36 months. As you know, the federal government funds 100% of the welfare costs of the refugee and the refugee's family during the first 36 months if they need welfare help. However, if a person continues on welfare after 36 months, the cost of those welfare services then become funded just the way it would be for any other person in the county or in the State. The net result, then, is that after 36 months, the cost of providing welfare services to a refugee and/or a family, shifts to the State and local governments.

The big news today is that shift is occurring right now. The reason is that about three years ago, you will recall, the Nation, as well as California, saw a large influx of Indochinese refugees due to the Administration's doubling of national admissions from 7,000 to 14,000. Now, those who must have had to be welfare dependent are time-expiring. They have reached their 36 months or are reaching their 36 months.

The report which I refer to you, and is attached to these notes, indicates the costs, and these are the bottom lines only. The details are there in that you can read. In 1981-82, the cost to the County of Orange for the provision of welfare services to the AFDC refugee population and General Relief amounted to \$565,959. In this fiscal year, 1982-83, by June 30th, the cost to the County is going to be something like \$941,000. Next fiscal year, 1983-84, the cost, if factors remain constant, will be approximately \$1,500,000 to the County of Orange alone. But the problem is bigger than the County of Orange alone. Those same figures translated to state costs shows the immense impact on the cost to the State. In 1981-92, the State costs for welfare dependent refugees was \$2,700,000. This fiscal year, it's going to be about \$4,300,000. And next fiscal year for the State, it's going to be \$7,300,000.

To underscore this growing cost, if you would refer to the budget bill, Pages 1130 to 1132, you will note there the Legislative Analyst's remarks, and that is, "The Legislative Analyst reports to the Legislature that the State General Fund costs of time-expired refugees is expected to increase by 106% in the next fiscal year." That's \$31 million approximately from an '82-83 level which was \$29.5 million, and it's projected to go to \$60 million in the next couple of years.

Now, incredibly, as we face these facts, the message we are hearing from the federal government are contemplations that Washington is considering the reduction of subventions to perhaps a two-year or even an 18-month period for the total refugee pop-

ulation. We, therefore, are concerned that our state leadership carry a message nationally. And that is, that the basis for state partnership in a national refugee program must be a credible federal recognition of responsibility, and that means at least maintaining the minimum of 36-months subvention. The credibility of the federal commitment to the support and care and services for refugees' first three years in the United States, we believe, is very key to the success of the refugee. And we believe that commitment should also encompass a cooperative effort with state leadership.

We have asked ourselves, therefore, what it is that we can do in Orange County to assist the refugee population to become economically self-sufficient. And in answering that, I'd like to focus on just one area of primary concern. And that area happens to be the WIN program which AFDC employable persons, including refugees, must register with. The majority of Orange County's aided refugee population, 73% are on AFDC and registered with WIN. Now, when you look at the statutes and the regulations, you will see that the stated goal of WIN is to help individuals remove themselves from AFDC by offering them incentives and opportunities for necessary services, direct help with placement in jobs, whether in the private sector or public sector, and certain specific kinds of training. It is mandatory at this point that everyone who is employable AFDC register with WIN. It is also mandatory under the statutes that it is the Department of Employment who has the responsibility and the authority to determine that they can be a sanction if there is non-cooperation.

In practice, however, all of this good work that WIN is supposed to do seldom happens. And this is not meant to be a criticism of EDD. The claim is that there are not enough resources to go around. It hits refugees particularly hard because to work well with that population, you do need bilingual resources, and they tell us that there just aren't enough resources to get the amount of help that is needed in that program. And so, the refugees are most adversely affected of all the AFDC people.

We are concerned about this lack of movement in the WIN program, because when our Director went to Washington last year to talk with the committee on the reauthorization of the Refugee Act of 1980, he was hit with a lot of negative comments about California---that we were not handling our refugee program correctly. One major problem was that they saw that many of the refugees on AFDC here were continuing to be able to get welfare and go to school, and they didn't understand that. They didn't understand why the Welfare Department, which my Director was representing, wasn't out there sanctioning people who were doing that. Great concern.

We want the authority to be able to do that. Evidently, EDD has not been able to do that, and we think one of the reasons is that EDD---perhaps it's true---does not have the resources to do it. But it also has to do with goals. By statute, the Department of Employment does not have the goal to focus on the reduction of welfare dependency. That's just the way the laws are made. Welfare departments, however, or social services agency, that is one of their reasons for being. It's not just to pass out money

but to help people to become more independent.

Therefore, the County of Orange would like the delegation of some authority to the departments of welfare. And we stand ready to fully assume responsibility and accountability if such delegations to do could give given.

We then close with two specific recommendations to this Committee. The County of Orange recommends that this Committee urge the California Legislature adopt a resolution directed to the United States Congress to continue the federal subvention of refugee welfare costs at least at the 36-month level. No reduction. And secondly, the County of Orange recommends that this Committee introduce legislation which would authorize and direct the State Health and Welfare Agency to seek a federal waiver of refugee WIN registration when the refugees' employability could be increased through registration with local or other state/federal employment services---employment services other than the State Department of Employment.

If such delegation were given to these other employment services, and they are welfare departments---they are funded by other state's funds---those employment services would need to be granted and authority which is now reserved exclusively to EDD. We would need to have the authority to determine good cause and to approve sanctions for non-cooperation. We think that will help in moving some of the refugees from the employment roles and helping them to take advantage of the dollars that will soon be coming down to our County in the targeted assistance funds to give more employment opportunities, more jobs, more training.

Thank you.

CHAIRMAN CARPENTER: Doris? Any questions, Doris?

ASSEMBLYWOMAN ALLEN: I do have a question for the witness.

MS. CHURCHILL: I used up my ten minutes.

ASSEMBLYWOMAN ALLEN: I know. You really did direct a great deal toward employment and employability of refugees, and, evidently, you have had some experience that there's not been enough help toward that area. And I guess my question would be what is the major stumbling block for that---let's say the 40-45% who have not been able to work their way into the employment field. What would you say is the major stumbling block?

MS. CHURCHILL: I would say that most jobs that are available to persons who have low marketable skills, who have some difficulty with the language, are going to be entrance level jobs which pay entrance level rates. One of the things that we find in Orange County, and we suspect it's true throughout the State, is that such jobs do not pay enough to really help the refugee become welfare free because of the size of the welfare families.

It means, therefore, that one of the things we're looking at when the targeted assistance---which I didn't talk about, but there are some federal money coming down the pipe---one of the things that we need to look at, in using the new monies that come down the pipe for us, is not only the authority to really say we are the ones who are going to help do this, and we're the ones that's going to sign off, but also, to give the kinds of training that is needed so that one can begin to enter the work market at the \$5, \$6, \$7 or \$8 per hour that is needed to support a large

family. You cannot do that earning \$3.35---the minimum wage.

ASSEMBLYWOMAN ALLEN: _____ you're saying that job training does not.....

MS. CHURCHILL: Job training, we think, is really very important. Not just English-language training, because we have found that with good contacts---and we have very good contacts with employers in Orange County---that there are ways of manipulating and working with the private sector even though language may be a problem. You can work through that. But the kind of skill training that you need to really begin to earn a reasonable amount of money to support one's family is a major factor, and we're hoping that with the new federal targeted assistance monies, we're hoping to try to see if that will work. That's another point that I'm glad you asked the question, and I'd like to make. We think that's the major stumbling blocks.

Refugees are also fearful. There are some, perhaps, who don't want to go out there because there's fear. They don't speak the language, and they're fearful of hostilities, so you have those problems. And that's true with any new arrival. So that's that.

CHAIRMAN CARPENTER: Miss Churchill, the projections that you gave us for the cost for time-expired welfare dependents, I assume those projections assume a continuation of the 36-month rather than of the 18-month figure.

MS. CHURCHILL: Yes, sir. They do assume that, although we are hearing otherwise. But you're right. The figures you were given assume the continuation of 36 months.

CHAIRMAN CARPENTER: I'm writing a letter to go out on Monday asking that that 36-month figure be retained, otherwise our costs are going to be very, very punitive to California.

MS. CHURCHILL: Thank you so much.

CHAIRMAN CARPENTER: Thank you for your testimony.

MR. VUONG: I think the next witness would be Mr. Vora Huy Kanthou, representing the United Cambodian Community, Inc.

CHAIRMAN CARPENTER: Good morning.

MR. KANTHOU: Mr. Chairman, members of the Joint Committee on Refugee Resettlement and Immigration. My name is Vora Huy Kanthou, and I am the Program Director for United Cambodian Community, and I am also a co-chair of the Mutual Assistance Association, MAA Committee of the Refugee Forum of Los Angeles County.

First I would like to thank you for the opportunity to appear before you today to present the viewpoint of refugees themselves on the refugee resettlement. I would like to renew our commitment to help our fellow refugees and to help the refugee authorities in finding an improved resettlement program and in carrying it out to the best of our combined abilities.

From the perspective of the MAAs, we always welcome and support the establishment of an effective resettlement strategy and better coordination between organizations and agencies at all levels. However, an effective system needs to keep in mind the well being of each individual refugee and should be as flexible as possible in the response to the needs of each refugee.

The new refugee resettlement programs that are being

implemented in California for the current fiscal year do none of these. They are cumbersome and complicated and completely lose track of their original intent which is to help refugees make a successful transition from the society they have fled to the mainstream of American life. The new programs are so complicated that the workers in charge of implementing them have difficulty in fully understanding them. The amount of paperwork necessary to process an individual under the new requirements defies sanity. Refugees are often sent from one agency to another without knowing exactly why. This "bouncing" back and forth can sometimes take several days, because needy refugees usually do not have access to private transportation. They often have to travel by bus up to 30 miles from one agency to another in areas poorly serviced by public transportation.

Let me now move to another area of concern of the refugees. Because of the many opportunities California offers newly arrived refugees, many have moved here from other parts of the nation. For the past eight years, both government and private agencies have been doing an excellent job serving the refugee communities in California. They have provided newcomers with many necessary and needed services which have helped them adjust to their new lives in their adopted country. California has particularly been in the forefront in providing these critically needed services to refugees because of the great concern and dedication of the individuals involved in the refugee resettlement. Thanks to the commitment of these people, a great number of refugees have become self-sufficient and productive residents of California.

In the process of resettling newcomers in our State, however, government refugee resettlement officials and private agencies have not fully utilized a major resource which readily exists within the community---the refugee themselves. Indeed, although virtually everyone recognizes that refugee MAAs are in the best position to provide services to their own people effectively and at low cost, they have rarely been given the necessary means to perform their role. In Los Angeles County, for instance, only one refugee self-help group is presently funded by the Department of Social Services/Office of Refugee Services to administer a refugee program.

Refugee MAAs are here to stay. When the refugee resettlement monies dry out and refugee programs cease to exist, the refugee MAAs will be left with the burden of continuing the work that the major resettlement agencies have begun. Without any substantial assistance to the most capable MAAs to develop their capabilities, they will not be ready when called upon to perform their duties.

In light of the above, I would like to make the following recommendations to this Committee.

1. That there be more flexibility in the implementation of the refugee programs at the local level where geographical and other conditions vary from one county to another;
2. That there be formal recognition and support of the role of refugee MAAs in the policy-making process and especially in the implementation of the refugee resettlement activities; and
3. That there be concrete effort to strengthen refugee MAA's

for community organization and community development.

Such an opportunity to help strengthen the refugee MAA capabilities could be provided in the proposed federal funding for targeted assistance to impacted counties due to become available this fall. The refugee community wish to see a substantial portion of these funds specifically set aside for them to administer needed employment services so that they can become meaningful partners in providing services to their own communities.

Thank you.

CHAIRMAN CARPENTER: Doris?

ASSEMBLYWOMAN ALLEN: I do have a comment and a question. When you're talking about involving the refugee himself in the program, I know in Orange County that there is a youth center that really and truly involves the refugees who have gone on to successful employment for training in electronics, other types of skills, employment to fields. And that particular group has done a great deal to prepare the refugee for job placement, and they've done it through volunteers and many cases, who come in, volunteer their time to teach classes and volunteers from their own community. Are you talking about the self-help programs where the refugee is in charge of most of the job training, in charge of most of the helping to get---because they understand their own problems better than someone else might, those who have succeeded reaching down to help the others upward---or just what did you have in mind when you're talking about.....

MR. KANTHOU: I'm talking about involvement in general of refugees in helping their own people. By this, I'm aware of the

programs that you were mentioning, but this is not enough. I think refugees, you know, have been in this country about eight years, and they are ready to take over the resettlement programs themselves. I mean, you know, helping their own people to be absorbed into the mainstream of American life. This is what I mean. I'm....because since I'm....my program is in L.A. County, I'm more familiar with L.A. County, and as I said, as I mentioned, only one MAA---one self-help group, refugee self-help group---is involved in doing that.

ASSEMBLYWOMAN ALLEN: What you're saying is then after the funds are gone, yet those groups are still there to continue on the work at that point is what you're suggesting.

MR. KANTHOU: That's right, yeah.

ASSEMBLYWOMAN ALLEN: And your point about the paperwork and the 30 miles between agencies sometimes, the inefficiency of that particular type of help which ends up not being help at some phases, do you have any recommendation toward reduction of that? And do you have any recommendation toward the long, long lines, for instance, at the Department of Immigration in L.A. where many, many times much time is spent just standing in a real long line to get in just an appointment. Have you had experience with that or any of your people?

MR. KANTHOU: Yes, I do have some experience with all of this. To respond, I mean, I do not have any specific recommendation for....I mean to shorten the lines that you're talking about, but I have recommendation as far as trying to improve the services in this country.

Let me give you an example of a specific thing that happened, that is happening in Sub-Region I of L.A. County, which is the region that extends from the---if you're familiar with L.A. County---which extends from the Palos Verdes Peninsula to La Mirada, Santa Fe Springs, which is the other side of the County. The distance between these two points is approximately 30-35 miles, and this area is very poorly serviced by any public transportation. In this area, only one agency is funded to provide English as a second language and _____, and I'm talking about Long Beach City College. I'm not trying to put down any particular agency or any particular individual. It's just....I'm using this as an example. Long Beach City College is funded to provide English as a second language and as you know, in general, colleges can only serve their district. Long Beach City College District, I think, is limited to the Long Beach area. And my agency, the United Cambodian Community, is situated in the other end of the County, and we're part of the same Sub-Region within the same County; and in our area, there is no agency that is funded to do English as a second language. So, there's a gap in English as a second language in my particular area.

When I said that we would like to see the programs be implemented....I mean, flexible at the local level, I'm talking about this kind of gaps. We're trying to fill the gaps and to do so, I think we need to be more flexible in the implementation of the programs. This is one particular program. I mean, the example that I wanted to bring up to you.

ASSEMBLYWOMAN ALLEN: Thank you.

CHAIRMAN CARPENTER: Thank you for your recommendations.

MR. VUONG: I think our next speaker is scheduled to be David Pierce, but I think David just walked in. I will give you reprieve until the next one. Is Mr. Xuan Duc....would you please come up?

MR. DUC: Mr. Chairman, Mrs. Allen, it is a privilege for me to be here this morning to give my testimony concerning the refugee resettlement in California.

Eight years ago, exactly on the same day, many Vietnamese had to flee from their homeland, and on the following day, the Communists entered Saigon. After many years of fighting, many lives sacrificed, both Vietnamese and Americans, Vietnam completely came under the control of an atheistic, authoritarian regime. The day also marks the beginning of a new page of history of immigration in America. Thousands of Indochinese came to this country to seek freedom. Like millions who came from many parts of the world in previous centuries, the Indochinese came here to seek a lasting freedom---freedom from political and religious persecution; freedom from want and hunger which have been imposed on them by the Communists.

Within eight years, United States have received over half a million refugees from Indochina, and it would be ungrateful on my part not to say a word of thank to the U.S. Government, the State of California and especially the American people who have opened their hearts to welcome the refugees. Although this country's not as we discovered, a heaven as many of us was led to believe when we were in Vietnam, it is still the best possible

country on earth.

However, in spite of the success of a number of refugees, the refugee resettlement program is still a burden to federal and state governments, especially in California where almost half of the refugee population reside. It is no point for me to cite the reasons why they came to California. The fact that they are here and too many of them still receive public assistance need to be addressed.

I would like to give the following recommendations:

1. Greater emphasis on cultural orientation, with special reference to American work ethic, work system and the contribution of refugees and immigrants in building American society.

Since 1975 I have advocated for teaching refugees American work ethic, not welfare ethos, but I have not seen any concrete evidence of this in the refugee resettlement. On the contrary, many refugees have been misled in believing that public assistance is an entitlement program that they are qualified for.

2. More emphasis on work experience and job training. None of the refugees was on welfare in Indochina before they came here, because there was no such program. All of them worked, but their work experience is difficult to be translated into productive work in American society. It is true that bad economy has created a high unemployment rate, but there are still jobs that very few people are qualified for. These must be trained for futuristic jobs. Jobs that will find them work in the future.

Public assistance should be tied to work experience, and job training should go hand in hand with work experience.

Training is not enough. A person does not have a connection in the community and does not have job experience will not find work. That's my own experience.

3. State of California has been a magnet to attract refugees. This will create a greater burden for the State. The mobility of refugees has contributed to the high rate of public assistance. The State should work with the federal government to mandate refugees to stay at their initial resettlement location for one or two years to learn English and vocation with the support of the _____ of private sectors---from their churches, civic groups, individuals---rather than depending on public assistance.

I did not know any welfare program, and I worked with refugees in New Jersey for many years, and then I came here.

4. Involving more refugees in the resettlement process. It has been found that the majority of refugees found employment through their friends. One of the mistakes of the refugee resettlement program is the underutilization of the refugees and their talents, their energies in helping their own countrymen in various facets of the refugee resettlement.

I believe that many refugees would need public assistance in order to start a new life here. My concern is that dependency.... there's no opportunity, possibility for many of them to get off welfare. Welfare is a good program for those who are in need.

And I believe that the refugees, with a better refugee program, can get off welfare as soon as they can get job training, some work experience and an opportunity to find a job.

In concluding, let me emphasize the fact that many refugees want to make a contribution to society, especially this society, but they are thrown into a system which makes them more dependent on it for survival. We want to be a part of the solution, not the problem, but we need your support to achieve our goals which will be beneficial to our society.

Thank you very much.

ASSEMBLYWOMAN ALLEN: It's very good to see you. I know you have an exemplary program. I've had a....just a great opportunity to observe it first hand at your graduation in Orange County recently. And I can tell you that your comments....I know you mean well, because you have been doing the very things that you're requesting of us to spread the word about. And it's been my experience in watching and observing in the County not only at the school level but at the level that you're performing right now of a service. I would have to agree with you wholeheartedly that the job training, work experience, and I also agree that....it's from my experience that refugees who have come over here have been very, very industrious people and that to put them into a system that encourages them to stay there rather than the opportunity, as you mentioned, to get off of the welfare and into a job, I think the emphasis on job training is just an absolute must. The work experience---I would agree to have your people working as soon as possible. It's just an observation that I

have seen and I would agree, and I tell you now that when we're talking federal funds and federal assistance, and we certainly do need that yet, the emphasis should be more toward those kinds of programs. I think the social services worker who spoke earlier on said pretty much the same thing. Each of you who have testified today are saying, help us get you to work, and I hear you and certainly, I'm sure, Senator Carpenter hears you, and we will....I know I will be working for them, and I'm sure the Senator will as well to try and provide more job training opportunities.

I also agree of seeing more successful programs coming from the refugee programs because you do understand. You don't have the language barrier to help each other. And so many who have been successful, not only in learning English, but as you say, the work ethic. I just wish we could, in some way, help you with some of these laws that we make to come forward with that cultural emphasis, the work ethic, our system of economics. So that the understanding, because I'm sure in such as Vietnam that the understanding of our work ethic is just not existent. It's a different type of culture entirely, and I, for one, agree with you that we need far more emphasis in the kinds of programs that we are presenting in that area. So I really appreciate your testimony, and I've seen you in action and your people in action, and I commend you for that.

MR. DUC: Thank you.

CHAIRMAN CARPENTER: I found most of your recommendations very constructive, and I thank you for them, with one exception.

And that was your suggestion that perhaps secondary migration might be inhibited or controlled. We have a tradition of freedom of movement in this country, and just as I suspect, many Southeast Asians who, by chance, are initially located in North or South Dakota might well wish to come to California at the earliest opportunity. So it is with most of the Anglos that are in California. You have to search to find people who were born in California. Much of the California population consists of those of us who were born elsewhere and we, too, came here as soon as we were smart enough to find our way out of the Midwest. But thank you for your recommendations.

MR. DUC: Yeah, let me uh....my recommendation was not to prevent refugees from coming to California. My idea was somehow we build incentive for people who stay in other states to learn the language, because I found that refugees who stay in English-speaking communities speak the language. You know, faster, they learn the language faster, they learn the trade faster, and they learn how to adapt with the American systems faster. And, obviously, as you say, that we have freedom of movement in this society. But....because my concern with the refugees that they would be looked upon as refugees, and the door would be closed, you know, so all the people who need the freedom of this country and including many Vietnamese in the Communist Southeast Asia. So my recommendation was to build in some kind of incentive so that now I cannot come here, but I want to stay there. Thank you.

ASSEMBLYWOMAN ALLEN: I have a comment on that if I could. I understood you, and correct me if I'm wrong, that you were not

suggesting that there be prohibiting of secondary migration but that you were saying that the incentives to come and get on welfare, instead of having incentives to come and get on welfare, that if the programs were such, the incentives were to come and learn a work experience, to learn job training, but they may not be as invited to come here merely to go on to a welfare program.

MR. DUC: Right. Yeah. It would be selfish for me to enjoy the good weather here and, you know, now the lake and other people to enjoy it, but I think I should come here as a worker and I, you know, so I can deal with society. My concern is, as I said, with the refugees who may not have a chance if the government decided that too many people are now on public assistance.

CHAIRMAN CARPENTER: Thank you.

MR. VUONG: Mr. Pierce, please.

MR. PIERCE: Thank you. Good morning. I made the mistake of going into my office in Santa Ana this morning and then trying to make it back on the freeway in the rain. Not, I think, a wise move.

What I'd like to do is take a couple of minutes from my own experience, both as a Foreign Service Officer and as a Peace Corps volunteer in Southeast Asia, and the two years that I've spent working in Orange County on immigration and refugee issues and to maybe take a look at some of the comments and suggestions you've heard from others, and I'm sure we'll hear again. I don't want to sound like a broken record, but I'd like to put a little different slant on it from the point of view of somebody who has gone through it the other way. I want to make it clear I'm not

speaking for any of my employers, the State Department or the cities that I work for or the Peace Corps, but just from my own experience.

I think it might be useful to look at it, the kind of adjustment that refugees have to go through coming into another culture, coming and having to learn not only the language and the customs, but most importantly, the skills, the general skills, that it takes to work in another country. This is something that the Peace Corps has been dealing with for twenty years now. We do have in this country a good deal of experience going the other way into another culture and other cultures, and we have some idea what it takes to do that.

My observation is that there are changes in policy and also in refugee flows that I think are providing us an opportunity to work on some of the major problems now that the flows are slowing down. Some of the major problems that we've had that have led resettlement to be....to take longer, first of all, and to be more expensive than it needed to be, and those changes focus on, I think, are focused on a model that seems to be emerging piecemeal. And what I'd like to do is articulate that model as what might be called an immediate work-experience model that I see emerging in Orange County, and I think is emerging elsewhere as a result of a lot of these changes.

Talk a little bit about resettlement and what is supposed to happen. We're changing gears; we're changing from one culture to another. Work in this society, and in many other societies, is the major, or one of the major, validators of a person's worth or

contribution to a society. Indeed, a lot of the discussion about the ERA efforts, many other of our issues that we talk about, public issues, have that root---a recognition or a desire by folks, by some part of our community to have their work recognized as a real and assume that contribution to society. Work is a central element in not only our economic well-being, because of the salaries involved, but in social and mental health, in our communities' health and its conception of itself. When we're not working, when we get on unemployment, when we're denied work, we have real problems dealing with ourselves within our communities.

It is from this point of view and from my own experience adjusting to working in other cultures that I would suggest that work experience, that you've talked about, is absolutely critical. It is, I think, the major means by which folks adjust from one culture to another, and the sooner the better. The sooner it happens, you get immediate work experience. Even in a sheltered environment, even in a protected environment, like the workfare arrangements that you find in General Relief programs in Orange County and elsewhere. Two or three days a week, and support from the outside, to work, to try to plug into the employment milieu, if you will, that surrounds the support services that make it possible for all of us to continue working full-time.

Those are two parts of the model that I think are essential for it to work. What you've got to do is find ways to transition into that work experience, to make that stick, to make it immediate and to make it permanent. To do that, I think we have a third thing that's happening, a third part of this model. And that is,

at this very moment, we are in the process....we're seeing some.... a good deal of transition and change in the level of experience, both with the English language and with cross-cultural skills. And in medical treatment and dental treatment. In other words, preparation to arrive in the States before they get here. This is a result of some upgrading that's taking place and extending the training and extending the treatment time in the refugee processing camps in the Philippines. This was not possible until very recently. Partly because of the size of the flow, partly because we were so busy dealing with what was arriving every day and every week that we were not able to set that up. That is now in place and is taking effect.

So that we start the first leg of the model, the first piece of it, is with the assumption that folks coming in come in with something very much like the three months or so of Peace Corps training that volunteers have before they try to work in another society. Intensive language, medical and dental screening. It's the same thing. And I guess that's the point I want to make. I see an awful lot of similarities between the refugee processing camp in the Philippines that....the whole process of adjustment and orientation prior to arriving in another country and the kinds of experiences that most Peace Corps volunteers have had going to work in another country.

The second piece of that is some kind of an arrangement for immediate, practical work experience in a protected environment. Not the first day that they arrive in the community, but not very many days thereafter. Opportunity to work on some kind of a job.

The expectation not being that there will be tremendous, immediate contributions, because you've still got the language barriers. Even with three or four months of English language training and myself, even with three months of time, I first arrived in the country, I still wasn't very sure. I had learned enough to understand to begin to learn in practice. I wasn't really sure of myself, and that's a critical time when they first arrive. They're not really sure of themselves, and if the only option open to them is to take more classes and not get plugged into the work experience, you're not going to get as rapid adjustment to working in the U.S.---in general terms. Not the specific job, not power sowing, not ditch digging, not working as a clerk, but the general arrangements for working in the U.S. Time cards, how you show up, the pacing that you have on a job. All of these things are part of how we work here, and it's different. It's different in California than it is in other parts of the country. But it's major differences between the U.S. work experience and elsewhere.

I don't want to suggest that there's not a work ethic. There is a tremendous work ethic, but it's different, and what has to happen is that that work ethic has to be translated individually, person by person, into each individual who arrives here. And that adjustment, that process, is what we want to try to facilitate. And I see in the numbers of people that have signed up for and participated successfully in the workfare arrangements in Orange County, where the requirement to work as an exchange in exchange for the assistance, was not seen as a negative, was not seen as a punitive measure, but was seen as an opportunity. It's an

opportunity to get the kind of experience to create a work history to get plugged into the work environment that then makes the transition to permanent, full-time employment---paid, not subsidized by anybody---that much easier. It's very hard to have someone who has not worked in this society to go from zero hours of work in a week to forty hours of work in a week and expect that to stick. The fact that it has happened is a tribute to the dedication and the persistence of both the refugees themselves and the folks who are supporting them. I don't think we can assume that that's going to happen automatically, and that's why I think you keep hearing causes I have heard for two years. Cause around trying to design some kind of a system that provides for immediate work experience to get that kind of transitional training.

If we're going to do that -- if we're going to do that -- we need to consider one other factor and that is, it's the elements in the structure, the structural elements of the welfare system, of the support systems, the safety net if you will, that tend to discourage financially and otherwise that jump toward full, self-sufficient employment and all that goes with that.

The principles that need to be observed in this are, I think, old principles. We've heard them, I've heard them for the last two years, and I suspect you have too. First, the cash and medical assistance needs to be separated. Not very many entry level jobs have the kind of medical insurance coverage that's necessary. Some means needs to be....somehow that has to be done. In fact, that's a proposal at the federal level, I understand, to do that across-the-board. So that those who take an entry level job,

those who take a beginning level job, in that step towards full, self-sufficient employment, it doesn't cost them the equivalent of \$200 or \$300 in income if they have kids that they have to worry about. I'm father of two children. I don't think I would take that risk either. It's pretty hard to expect those who come to be any less responsible than we are for our own.

The principle, basically, is that paid employment, increasingly responsible paid employment, should result in a real increase in income. And to the extent that the systems that we have in place now don't do that or prevent that, we need to look at that and find ways to fix that. My sense is that the General Relief scale of payments that's in operation in Orange County is the right place to start. Clearly you're going to have to supplement that for those families with children, because those levels are probably not adequate to handle families. They may well be adequate, and they do provide that incentive step up. A full-time job, from the General Relief level of payments, is a real increase in income and responsibility, too. That's probably not true with....it's probably not a level that's supportable when children are included in the family as well. So that some needs....attention has to be paid just come sign the supplementing at that level with the assumption that new arrivals, very shortly after arrival, have access or are expected, indeed required, to participate in work experience. Not expected to produce but to learn how to work---the transition as quickly as possible to that full-time employment.

I mentioned that there're things in the situation that are

supporting us. One is obviously the Refugee Processing Center. The second is the experience that we are gaining in General Relief programs that I see in Orange County and that I understand exist throughout the State in a workfare kind of arrangements. Again, I would stress, for refugees, at least, and maybe for some others, workfare is not necessarily seen as punitive. It may, in fact, be seen as a very positive opportunity to get work experience, and that's a critical, perceptual observation, because that's not how we generally think of it. You know, the press and the media point to it as punitive, as something negative. But if we understand that work is as important as it is in our society, the chance to work, to learn how to work, is not punitive. It's a real opportunity. I think we need to look carefully at that motivational dynamic.

Third point that I would make is that it is increasingly possible to do the kind of intensive support services on the other days when folks are not working in this part-time transition arrangement, both through private funds, the use of the Mutual Assistance associations, the Refugee Social Service funds and increasingly, the targeted assistance money that will be available shortly. It's a natural opportunity. It's a very good opportunity to use that money to help support the kinds of transitions that folks are making. The other two or three days a year you don't just give somebody a bus pass and say go and look for work. Talk to them about what happened on the job. You provide the kind of intensive language training that will help them make the transition to functional use here on the job. And where possibly you

try to do it at the work site, so that, you know, this is your job. You're working. I think that kind of a dynamic is something that I see evolving, and I would like to see replicated and to the extent that the state and the federal and the local officials, public and private sector folks, can work together on this. I think we'll have a very....much more effective resettlement effort and certainly a lot less costly than we do at this time.

Let me finish with one observation and that is that we tend in these kinds of presentations to talk about problems, and that's the nature of public dialogue sometimes and also in the media. We need to recognize that it's not easy for anybody, any of us, individually or as a group, to deal with rapid change, and I think California has done exceptionally well in spite of all these problems in dealing with the rapid changes that have occurred in just eight years in handling the resettlement of something like almost 40% of the Indochinese population in this entire country---in this State. Good many of that....a good many....a good high percentage of that is in this part of the State. We are going to face more changes if the Simpson/Mazzoli bill passes---it's an immigration reform bill---as it's expected to do this summer.

I think we also need to recognize that one of the reasons why California has done as well as it has despite the problems is the high level of public and private cooperation that's been fostered at all levels of government. This is one of the things we've done fairly well. Particularly through the use of refugee forums which bring together public and private sectors. And I would like to suggest that, as is already in the Senate Bill and

may be in the House Bill soon, that public and private sectors begin now to think about setting up task forces to deal with the changes that are going to flow from the Simpson/Mazzoli bill should it pass this summer.

Let me stop there. Questions?

CHAIRMAN CARPENTER: Your interesting background has certainly contributed to your very thoughtful recommendations. What forces do you see working against these kinds of recommendations being implemented?

MR. PIERCE: I think the major problem is the incentive structures, or what I would call disincentive structures, that are built into the present welfare system. As we....as....when the refugees first arrived, and indeed over the years, it was seen or felt to be easier to simply piggyback an assistance program onto the existing welfare structure which was not really designed to handle folks from other cultures who were in a transitional temporary status. And I think a lot of the problems that we have come from that initial decision not to set up a separate program, and that's understandable. In bureaucratic terms, you know, you've got a delivery mechanism. You don't want to go into something else.

But built into that, particularly in the support system, are some disincentives to making that transition. It's easier to take the assistance for the short time, the availability of education, and I would not discourage that at all. California has done very well by investing education for adults as well as younger people. But that availability coupled with a support system that sometimes provides more financial rewards for staying in the

system, in the welfare system, than it does for taking a job, constitutes a disincentive to taking a job. And the longer that block is there, the harder it becomes for people to jump over it.

Now, some folks have gotten around that by taking as much time as they can and going to school. And that's the way other folks have gotten out of that box, too. But, for a single parent with two or three kids who is, in effect, taking care of those kids and being supported for that process, to make the jump to full-time employment, there's an awful lot of support and help that person's going to need, and my sense is....what I'm suggesting is that the sooner some kind of work experience is there, the sooner that individual is going to realize, hey, I can do this, You know, it's not all that difficult. You're not going to get it the first day. But, the sooner you get that barrier to work experience, the sooner---and this has been true of not just refugee participants in that but others who have found their self-esteem, the recognition that, yes, they can do other kinds of work, and they do have some work skills that they didn't realize they had.

That is a major barrier, I think, a major barrier that has to be overcome. And the workfare arrangements, it seems to me, are worth looking at carefully, because they tend to focus on the positive incentives, the positive steps that are needed to get to employment. That's not the only thing. Obviously, the financial incentive structures is one. The access to work experience or some kind of half-way house, if you will, is the other, and both of those things have to be done together. And I think that's what's happening. I think we're moving in that direction.

CHAIRMAN CARPENTER: I think I agree with your observations. I think that our disincentive problem is a problem with the total welfare situation and applies perhaps to all the populations that, and _____, rather than just the Indochinese. It's a.....

MR. PIERCE: You're getting a little out of my area of expertise. I would like....I can talk about immigration refugees. But I do think in reading what I have seen of the proposals to make a work experience component part of the support system, I do think that's transferrable, particularly if you buy the notion that there is such a thing as a culture of poverty. I mean, you are talking there about a cultural transition to helping people see that, yes, indeed, they can compete in this economy. They're not really denied access to it.

CHAIRMAN CARPENTER: Some of our welfare institutions really survive by holding people rather than encouraging them to depart.

MR. PIERCE: I'm not sure I would....I would....and I do happen to be a big fan of bureaucratic politics. I mean, that's my first....as a bureaucrat myself, my gut instinct is to look at who in the bureaucracy and who in the administration tends to benefit and in a bureaucratic sense, but I, at the same time, I think.... that's why I focused on structures. I don't think it's individuals in the system who are saying, you know, I'm going to get ahead if I keep this guy or this girl down so that they can't get a job. My job depends on keeping this person dispossessed. I don't think there are many folks who are in that situation. I think many of us, inside and outside the system, are struggling with structures that have evolved over the years. This is not really a morality

place. It's not really anybody's fault. It's just happened. And I think we're at a unique time, really. It's been a long time since we've been able to look clearly and carefully and have an opportunity to really change these things. To really sit back and say how would we do it if we could really do it the way we wanted to do it. I think why you'll hear from others as well, the same kinds of concerns stated other ways, that this is the time maybe to fix those things.

CHAIRMAN CARPENTER: I find your suggestions very rational.

MR. PIERCE: I hope it's useful.

ASSEMBLYWOMAN ALLEN: I do as well. I....you made a real interesting observation. I just want to make sure I understood it properly when you said that, you know, the real increase in income, and I would agree with you wholeheartedly that because of the medical assistance that's tied to AFDC and tied to other welfare assistance, that it has been a discouragement in many cases without rising medical costs, but discouragement for people to get off of that system, because they lose that medical protection for their families, which, in turn, comes out to real dollars for them, which taking a minimum wage job or barely above for an entry level job, is discouraged because you lose your status as an AFDC dependent. And, I guess, where I'm going with that is, am I correct that you were suggesting whether it be all welfare or even the refugee welfare, that perhaps some separation of that might save, in long run, state dollars and get people back to perhaps the point where they can get into a job where the medical does come with it?

MR. PIERCE: My sense is that it'll save both state and federal and even local dollars, not only in the long run but in the short run.

ASSEMBLYWOMAN ALLEN: I really think it's a marvelous.....

MR. PIERCE: Being that that's separated, I think you're going to find that folks who were unable to make that jump are now able to do it.

ASSEMBLYWOMAN ALLEN: Many times we encourage people by saying you can....once you hit this level of income, then you lose all the other things, rather than perhaps having a separate situation over a period of time to encourage people to get into the work force.

MR. PIERCE: In a sense, what we're doing, really, is replicating what we did ourselves. Most of us did not start out being Assemblymen or Senators and Foreign Service Officers or bureaucrats. Most of us started out doing other kinds of work. Some of it paid, some of it not paid. But what you're really trying to do is compress that experience and that sense of ability to function in the system into a very short period of time and do it across cultures. That's not easy to do. And it's particularly not easy to do when the structures are such that it costs somebody real income to make that jump. And those two pieces of making the experience.....

ASSEMBLYWOMAN ALLEN: A very good point.

MR. PIERCE:and looking carefully at the incentive structures so that they more approach what we had as we grew up and what our kids have, even today. I mean, we talk about the

sickness in the economy, but there is still a very clear set of incentive structures as we progress through the work....through our work lives. And we don't do anybody a favor when we deny them access to the same kinds of incentive work structures that we had....that we have....that we have....that have supported our work ethic for a long time.

CHAIRMAN CARPENTER: Thank you.

MS. FREDERICK: If there are any people in the audience who are not on the formal agenda who would like to, in a few minutes, speak to the committee, there will be a sign-up sheet that Mrs. Nixon will be compiling. She's sitting right over here in the corner in the white suit. So if you have a desire to speak, we will put you after the formal agenda, and any those of you who wish to say a few words, please feel free to do that.

MR. VUONG: Also in the same vein that she stated, some of the people have other appointments to make so this formal agenda may have a light change, but don't be alarmed if we have a few changes. We plan to sit here through the lunch hour and as long as people come to testify, your time will come.

The next speaker will be Cindy Steinberg and Antonio Rodriguez, the Huntington Beach Unified School District.

MR. RODRIGUEZ: Mr. Chairman, members of the committee, especially Mrs. Allen, nice to see you again.

MR. FREDERICK: Could you speak up?

MR. RODRIGUEZ: Sure. My name is Antonio Rodriguez. I represent the Huntington Beach Union High School District, and I appreciate the opportunity of coming in, speaking to you on our

attempts to deal with the refugee immigration into our district. I will attempt to give you an overall view of the district and what our problems are and our needs, and Miss Steinberg will address specifics as she deals with the students in one of our high schools.

The Huntington Beach Union High School district serves approximately 17,000 students in the grades 9-12. Until 1975 our largest minority group was Hispanic, roughly around 4% of our enrollment. The situation gradually changed and by 1979 we had received 316 refugees into our district. By 1982 the number had swelled to 682. Roughly right now, there are....they constitute 4% of our enrollment. These students appear to be concentrated into three of our six high schools. These are the schools that have the largest ESL and programs that are attempting to deal with these students.

Our program consists of English as a second language instruction and providing a primary language support to maintain academic progress. That's under the regulations of Assembly Bill 507.

What we found is that during our first phase---and that's 1975 and a few years after---the students that we were receiving at that time had extensive educational background, were well educated in their home country; and what they were doing, basically, was decoding. They were going through and picking out the information that they needed to translate in the minds the information that they already possessed into English. They progressed very rapidly---mainstreamed. And we were able to cope fairly well with that situation.

Now, the more recent immigrants are not as fortunate. They do not have that type of background. Their education sometimes is nonexistent. Their experiences in our high school district is their first time at school. They require more time, more services, more intensive attention, and this comes at a bad time when, as you well know, our resources are diminishing, our funding is decreasing. So we're caught in a crunch of diminishing resources while taking in students that require more and more attention and time.

It's created a need for staff development, since we need to retrain teachers to deal with these students and their special needs. Some of the legislation passed has prevented us from obtaining qualified aides. I'm speaking specifically about legislation that requires these aides to pass the proficiency test before they can be hired. Even though these people may be well educated in their native language, they cannot pass the reading and writing parts of the test and, therefore, we can't hire them. So that has also put us in a bind as far as trying to provide services to these students.

Economic impact date funds from the State have become very crucial to us to be able to provide supplementary services. Also, the transitional program for refugee children from the federal government has provided us with funds to help these students.

We find that vocational programs at this time are being reduced because of the reasons that I stated---funding, plus the increase on graduation requirements which limits the amount of electives that a student can take. So, our refugee students are

finding problems just getting themselves trained to get out into the world to work. A lot of our students get referred to the Regional Occupational Program---the ROP---and now they're struggling to meet their....the needs of these students that come to them with limited English skills.

Some specific recommendations that I'd like to leave with you---obviously, I'm not going to address the global issue of educational funding, but I'm sure you're well aware of that problem---but in, specifically, to the refugees, we feel that the continuation of the EIA funds---Economic Impact Aid funds---the increase of those funds to our district and other districts in the County is critical. The transitional program for refugee children, also. Your support in that through the federal government is critical.

We need to have staff development funds---one vehicle may be AB 551 which is already in existence---so we may provide the staff development necessary for the teachers that are finding themselves in these classrooms.

Also, funds for vocational training, I feel, specifically for these kids. Maybe something that could be looked at. We really have to look closely at what's going to happen to these kids. I see them struggling to meet the graduation requirements that are getting tougher and tougher, and as much as I agree with the need for tougher standards, I see them, especially the ones that come to us at the ninth grade level right off the airplane to our front door. They have four years to try to meet those requirements. I don't think a lot of them are going to make it.

Then, the training is not there, the vocational training is not there. What's going to happen? Where are they going? That's what concerns me a great deal.

If you don't have any questions, Miss Steinberg will.....

ASSEMBLYWOMAN ALLEN: I have a question regarding the ninth grader who comes to your front door right off the plane. Is this ninth grader someone who has never had an elementary school training? Are they coming with no education, and yet, because of age are....they're being placed into the high school?

MR. RODRIGUEZ: Yes. In some cases that's true. They have received no education whatsoever. They come from a rural area of Indochina, and they have never been to school. It's very common, for example, among.....

ASSEMBLYWOMAN ALLEN: But our law makes no provision for that type of youngster. Our education....Ed Codes make no provision for that type of youngster who may need far more than what he'll ever get in those four years at a high school experience, trying to master a language, trying to master, hopefully, any kind of vocational introduction, plus, as you say, the skills that are required in order to graduate from that high school. We're not necessarily doing a service to that youngster just to say you are now a ninth grader. And he needs some type of more comprehensive programs, such as suggested earlier, with a cultural adjustment, economic adjustment, transitional, would probably be more productive for that youngster than just saying, okay, now you've graduated even though you haven't passed or that you've had a four year experience even though it has not brought you successfully

to high school diploma.

MR. RODRIGUEZ: Yeah, it's a very.....

ASSEMBLYWOMAN ALLEN: Perhaps you are suggesting that provisions for situations like that through, perhaps, law or even in a special type of funding to meet those kinds of special programs.

MR. RODRIGUEZ: Yes, certainly, the legislation right now does not allow us to treat these students any different than anybody else. They have to meet all the requirements. They have to pass all the tests.

ASSEMBLYWOMAN ALLEN: It's absolutely ridiculous!

MR. RODRIGUEZ: There's no flex in it whatsoever. It is very frustrating for them. They realize that, you know, well, I've got four years, and I'll do the best I can. We try to channel them into the community college system since some of them, you know, they do not require a high school diploma to get in. However, some of them are getting very, very strict as to who they admit. I'm thinking specifically of English language testing that they have set minimum scores that they....these students must achieve.

Sure---if we have four years---some of them can get to that point. But some of them come to us, you know, at 17 years old, 16 years old. So, we have a problem with the immigration paperwork. The ages that are stated on those documents is not always accurate. A student may be on paper 16, and when we talk to him, you know, and we get to know him, and he gets to relax a little, we find out he's 21. We have kids in our schools the other way. I mean, they're on the paper they're 16, they're really 12. So,

that's another problem we have. We have a spread of ages in our schools. The only documentation we've got to go by is that card that they get from the Immigration Department. And you can't count on that age really being accurate, but that's all you've got to go with. I understand the reasons why they change their ages, trying to get out of the camps, etc., but it does create problems when we try to deal with them.

ASSEMBLYWOMAN ALLEN: Would you say that that is more of a, again, for that youngster who has to have a four-, two-year experience in high school, leaves the high school without a diploma, without the kind of knowledge that might have been imparted to that youngster during that two years. In the long run, it's going to set that youngster back to it, because they have left the high school system at that point are expected to do what others who may have had K-12 education, and yet this youngster is going to have to compete with that. We're not really doing a service to society or to that youngster to release them at that point just because our Ed Code makes no provision for this type of.....

MR. RODRIGUEZ: In my opinion, I think it's costing the government more in the long run instead of trying to put some programs and some options for that type of student while we still have them in high school, so we can prepare them to get a marketable skill of some kind. I think...because we can't do that, he winds up either on welfare or in a training program or what have you. Yeah. I think that it would be smarter to put the money at the school level before he hits the streets.

CHAIRMAN CARPENTER: Thank you.

MR. RODRIGUEZ: Miss Cindy Steinberg will be next.

MISS STEINBERG: I'm Cynthia Steinberg, and I'm the Coordinator of the ESL program at Huntington Beach High School. And all I can speak about is the experience that my high school....and the impact. But, I think what other people have said, when a high school teacher receives an American student, that student is coming from a home, previous education, and our job is, basically, to educate him in terms of literacy, work skills, etc.

We're dealing with the whole situation. We have a student, comes off the plane, doesn't have immunization, doesn't know where to go. We have to deal with all of that---explain what the laws are. Then the aculturation problem. Then we get to education. And, again, the expectations of the students is so varied, and we're dealing with such a variety of types of students. We have very educated students who just need to learn English, along with those students who've had no education. We have multiply handicapped students, special education---deaf, blind, deaf/blind, learning disorders. We have no way of testing them. When we qualify them, which is very difficult, if we have a visible handicap---blindness or deafness or orthopedic handicap---that's easy. When we have learning handicapped children, the law requires certain kinds of testing which we cannot provide for them. We don't have the support, we don't have the tests, we don't have the people. And, then, even if we've qualified the student, there's no place to put him. And so, in a class, it's expected to be normal class of 30 to 35 students. You have a variety of a 10-year age span. As Mr. Rodriguez said, we have students of

12, and we have students of 22 with varying degrees of education, varying degrees of expectations of what the schools can do for them. And that's something else we have to do in an era of declining services. We have no counseling services. So this falls, again, on the ESL program to decide what the student wants. What most of the kids want is that high school diploma. And whether we can do that in the number of years allotted is chancy.

The students who are older are not allowed to stay in schools. The change in the welfare laws. It used to be that a student on welfare---we have a lot of unaccompanied minors. I think at my school, of the Indochinese student, probably 75% of the students are unaccompanied minors or independent minors, or foster children, which means they have no adults who are supporting them. They get \$240 a month General Relief. Or if they're foster children, then they're in a foster care program. When they're 18, if they will not graduate by the time they're 19, their money is gone at the age of 18. If they can graduate by the time they're 19, then the money continues until they're 19. If they cannot meet our graduation requirements by the time they're 19, they get zero funding.

And I think to assume that the community colleges will assume that burden, is unfair to the community colleges. If we can't deal with a preliterate, uneducated 15 year old, how do we expect the colleges to deal with a minimal illiterate 18 year old? And, as Mr. Rodriguez said, probably we are as....better qualified as anyone.

So we have a big crisis now with getting the kids through---

then we have graduation requirements. And our schools are set up for students to arrive in September and graduate in June. And if a student moves to your area in April or in October, he's been somewhere else. That's not true with immigrants of any country. I got five students last week. We're on a credit system. The state law doesn't allow for this kind of alternative. We have to take the student. We have to put him in classes. We may not have classes for him, we might not have any room, but we have to take him legally. We have to put him somewhere. But he gets no credit. And then he has to meet all these proficiency requirements. And I'm concerned, as we get down the line with more and more testing in English, that we're either going to prepare students to pass the test, and we know the teachers don't teach the test, but, if that testing is a requirement, then that's going to limit the kinds of education we're providing. So that's a problem. And providing courses, providing staffing, providing psychological support services.

Again, particularly in the high schools, so many of our students are not living with families. Of the 25% who are listed with a guardian, that guardian may be a parent. It may be a cousin or a brother who's three years older who really can't cope with the problems either. Very few of our students are living in dual-parent families, and so the situation is very different. Kind of go through a lot of things.

I think we're doing more than just educating students to read and write and learn English. That on paper is our primary goal--- to teach them English. But, we have to teach them to get along in our society. We're trying to do vocation training, job

training---what does it mean to get to work on time, riding the bus, the bus system, the economic system---in addition to English, Math, Science, P.E. requirements, health requirements.

Staffing is a problem. Our schools are funded based on "X" number of students per teacher. It's 30 to 1. With ESL students, you can't have 30 to 1, especially if you set up classes in September based on 30 to 1. But our students arrive all year long, and so by December, you're 35, and by May, you may have 42 in a class---again, counting physically handicapped students. In my particular class, I have a deaf student, a hard-of-hearing student, a student who is partially sighted and limited hearing, plus the other normal students---oh, physically handicapped too who are in adaptive P.E. classes. And I think, also, we're beginning to get more of these specialized kind of students who have had limited medical care in their own countries and are physically handicapped due to war damage, malnutrition, bombing, accidents, disease, etc.

It comes down to money which we....it always comes down to. We need more money, we need smaller classes, we need more support staff. We need support staff that can act as liaisons with the Welfare Department, with the Social Services Department, with child abuse workers who are bilingual. More of these kinds. We don't have the time and the staffing for that.

And we need, probably, some special legislation so that students who are designated as learning handicapped, and it's fairly easy to be declared learning handicapped---if you know the right people and you can get the right testing done. Those

students are given alternate methods and alternate ways of taking tests. They can be read to them. We don't have that option. So that we need some kind of legislation to accept the fact that these students have special learning problems but that in the long run, most of them are capable of getting that high school diploma or getting some serious vocational training. And as a high school teacher, I'm really concerned that they get it, because if they don't then they will always be marginally employed. Because in our society, a high school diploma is just a minimum requirement for any kind of employment.

CHAIRMAN CARPENTER: Your challenges certainly sound very formidable. I wonder....your suggestions, I think, since you're in the trenches, would be very valuable to us. Would you consider writing down for us perhaps in the way you would prioritize the kinds of things that we need to do for school districts like yours that would give these youngsters the kind of start that they're going to need to make it?

MISS STEINBERG: Uh humm. I'm wondering, can I ask you a question, because we've talked about accepting high school students who are on paper 14 but have had no education, and would it be possible to set up another kind of program so that we don't have....we have these babies.....

CHAIRMAN CARPENTER: Well, we have....there is some federal limitations on this, like the 18 or 19 up and out, there is a federal requirement for.....

18 or 19 up and out, there is a federal requirement to stay until

CHAIRMAN CARPENTER: Well, maybe we should define those children without the substantial background as 12 year olds, whatever their age. If.....

MISS STEINBERG: I can see the problem. You don't want 17 year olds running around a junior high school because the social problems, but with the very immature---and my experience generally is that the students are closer to their paper ages in behavior than they are to their real ages. I've had a lot of experience. I have foster children who are Vietnamese. I have a lot of experience working with Indochinese students on a socializing basis, not as just a teacher. They tend to fit in the high schools very well, even if they're a little bit older, as a rule. And I think, as a rule, the older students, if they're smaller, might fit well in a junior high---socially.

CHAIRMAN CARPENTER: That age definition that you speak of, that's done by Immigration?

MISS STEINBERG: No. When the children are....the Indochinese children themselves may not know their ages. Records are not kept in rural areas. The parents may have altered the ages in '75 to keep the boys out of the army. So the children may have had altered records very far back. It's easier to get out of the country if you're younger. When you get into the camps, if you're an unaccompanied minor, it's easier to get sponsorship in this country. And so, again, the ages are lower. Either before they leave their own countries or in the resettlement camps before they arrive here. They come with no records, and so the Immigration Officer asks, "How old is the child?" or asks the child, "How old

are you?" and he's told what to say. And no one can tell.

CHAIRMAN CARPENTER: In the absence of finite data on age, is it possible, perhaps, for you and the school district to make a definition of age in terms of accomplishment?

MISS STEINBERG: Yes, but the Immigration Department won't accept that. Some of the children, after they've gotten here, have tried to change their ages back to their real ages, and the Immigration Department is saying, "Whatever age you say you are, you're stuck with it." Because, otherwise, there's too much jockeying around for advantage. And, it's really hard to tell. My little boy is really 17. He's not as tall as I am, and I'm not very tall. On paper he's 12. We've told everybody he's 14, because he is physically 14, mentally 14. I told the dentist he was 17, and the dentist laughed and said if he had to swear in a court of law to the body age of this child, he's really 13. He's just....that his body's been around longer. So there's really no way of telling. Sometimes the kids are honest enough to tell you how old they really are. But, generally, I don't think there's a way of finding out.

CHAIRMAN CARPENTER: In terms of giving these children the kinds of help that we would like to see them have, isn't there some virtue in using some type of proficiency test as an age definition?

MISS STEINBERG: Yeah. Definitely. I think an educational age definition would be very valid, and maybe we can divide the students---because, see, we're not just dealing with Indochinese students in our ESL program. We're also dealing with very highly

educated Taiwanese and Korean immigrants who are also coming in very large numbers. We're dealing with some very highly educated Hispanic students and also some very rural Salvadoran and Mexican students. And so, again, you have the spread from all the countries, and they're all lumped together as ESLs. And maybe we do need to define that the educational level and those students who are defined as educationally handicapped, in terms of lack of education, would be given more time to remain in the schools and get their diplomas.

ASSEMBLYWOMAN ALLEN: Cindy, I've learned more today about the frustrations that you must be faced with. And, I was thinking I would like to get with you, talk with you after this hearing, (??) aside from that, get with my AA who's up here, maybe even yet _____, set that up. But, it sounds to me, and tell me if I'm wrong, but that we need a really comprehensive refugee education act in this State and to deal with the special problems. There is no way we can piecemeal it. I think that the problems are so numerous that it's going to have to be dealt with on a special....and perhaps it would be something that after a period of time that could sunset in the near future, uh, far future, whenever we felt would be appropriate to take a look at it. But, it appears to me that just as we've had special education needs in this State, because of the impaction on....of the refugee into the State and our really helplessness in some ways to deal with it, I think that dealing with problems such as yours and you've.... with people who have....really know what the problems are, develop something that wherein we can work aside like special education

does, aside from the regular Ed program to resolve the problems. And I think that's more than just a piecemeal thing that we really need to develop a major piece of legislation to deal with the education of our youngsters. I mean, in as refugees into the State.

I think that the funding that we're talking about is kind of going right down the tubes, because what we're doing is what we're trying to drain from the General Fund for our mainstream education, and we're not doing a good job either place. And it sounds to me that it's a total package that needs to be dealt with along with our other refugee problems.

MISS STEINBERG: Yeah, your perception is true. It's not just money, although money pays for these things, but money doesn't do it all.

ASSEMBLYWOMAN ALLEN: It's not doing it.

MISS STEINBERG: Yeah. Thank you.

ASSEMBLYWOMAN ALLEN: Yes, thank you.

CHAIRMAN CARPENTER: Thank you!

(?)
MR. VUONG: As you can imagine, it is very difficult to predict how long this _____ hearing going on, so with the permission from Mr. Chairman, I would call a few people who have a special need to leave quickly, and I, in exchange, I ask you also to abbreviate your comments so it's _____ fair. Three people who has....three or four people has engagement and must leave right away. In order would be Dr. Daniel Le, Mr. Joe Battaglia, Mrs. Thuong Barasch and Agnes Matica.

CHAIRMAN CARPENTER: The next witness also has the same problem

so let's have those people out of order after the next witness

MR. VUONG: After these four special insertion, we will go back to the regular listing. Okay. _____, Mr. Jack Shockley. Dr. Daniel Le, could you just wait for a few more minutes?---and we'll take Chief Shockley.

?????????: Thank you.

CHIEF SHOCKLEY: Mr. Chairman, committee members, I'm grateful this morning for the opportunity to share very briefly -- very briefly -- can you hear that? -- some of my thoughts in this area.

First, I'd like to put my comments in a proper context. My perspective this morning will be very narrow. I'm one police chief in a city of about 72,000 people in West Orange County. Orange County, as you know, now has the largest concentration of refugees in the country---mostly Vietnamese. In less than eight years, we have gone from virtually a zero Asian population in the City of Westminster to a population that we now estimate comprises 12-15% of the 72,000 people that live there. During that same period of time, since 1975, the Police Department has increased by only one---just one police officer. We now have a total of 85 police officers in the City of Westminster.

The initial influx of refugees into Westminster was rather slow, and we tended to first ignore it. By 1979, however, significant problems began to surface and come to our attention---primarily in the area of assaults and extortions committed against the Vietnamese by their own people. But we also discovered building code, zoning violations and health code violations. The officers

were encountering many people sleeping and living in small businesses. They were discovering businesses being operated in areas not zoned for them, discovering health code violations in markets in terms of food storage and handling, restaurants in terms of food preparation, refrigeration, temperature control and so on. As our officers responded to more and more complaints, the language and cultural differences were becoming more and more apparent. And the need for us to get involved and attempt to resolve these on a local level was clearly demonstrated.

During 1979, myself, my captains, some other officials in the city, were starting to get more involved in an effort to understand, better understand, the problems that were coming to us. We attended numerous community functions. We attended the opening ceremonies of new businesses, attended numerous receptions at the Vietnamese Cultural centers in Westminster, Garden Grove, Santa Ana and so on. And as the business district continued to grow, the community racial tensions started growing. And in May of 1981 the Westminster City Council received a petition from residents in Westminster demanding that no more business licenses be issued to any refugees in the City of Westminster. This caused them some problems, and the petition was followed by a couple of minor racial demonstrations at some of the local school meetings and town hall meetings that were held. We stayed actively involved, as did our City Council, and these problems, I think, have been pretty well resolved.

In January of 1981, after its ending several confusing Vietnamese committee meetings, the Police Department issued a

police permit for what was called the first Tet Festival held outside Vietnam. A Tet, as you know, is the traditional, oriental New Year, the most important holiday period in their lives. This festival was widely publicized in the Vietnamese newspapers in Orange County, San Diego, Los Angeles, San Jose, Houston and elsewhere. And the two days that it ran in 1981, we attracted about 40,000 Asians. On the positive side, we found the large crowd to be very accommodating, very easy to deal with from a police standpoint. I assigned only two uniformed officers to the festival grounds at any one time, accompanied by an interpreter. And working through the interpreter, problems were held to an absolute minimum, and we found them to be very, very cooperative and very easy to deal with in that regard. It was rather exciting for most of us who have never been exposed to that to have the opportunity to see the traditional costumes, customs, foods, the holiday rituals and so on---that was really a cultural experience for us. They've since held two other Tet Festivals---1982 and 1983---and they seem to be fairly well established, and I would assume that that will continue to be a location for the Tet celebration in our area.

During the period of time that we were more deeply involved, though, we became aware---we the police---became aware of their apparent ability to use their association with officials as an implied influence or authority in their own community. By that I mean, by my particular involvement, my high-ranking police official involvement with certain individuals, we felt was being used as influence in the Vietnamese community for the advantage

of certain individuals that were trying to maintain an association with us. That is an Asian trait. It's nothing new, but it's certainly new to us, because we simply weren't prepared for it. During this time we became very much aware of their historic fear of police and their almost total distrust of government officials. This, I'm told, is based on the many, many years of corruption in Vietnam---the corruption that became a necessary way of life, a part of survival---has been transferred. And it's only logical that they bring those biases with them. However, it's a difficult thing for us to overcome. The....I think, the fears are gradually changing and diminishing with education, but they still exist. And we've learned, as police officials, that we must be very careful and not lend credibility to self-proclaimed refugee leaders or group representatives who may be, in fact, taking advantage of their own people.

I think that the hoodlum element is fairly well established in the Asian community, and crimes, particularly violent crimes, get far more than their share of publicity. I think that the hoodlum element is a very small minority, but the inordinate amount of media attention that their acts attract is doing a disservice to the total Vietnamese community. In that regard, we're finding that prosecution is going to be, continue to be, extremely expensive. In one very recent case that's still in the process of Orange County courts, Westminster had four felony defendants arrested for related crimes. Four attorneys assigned, demanding three separate interpreters---which they have a right to do---but you can imagine trying to deal in court with Vietnamese

defendants, American attorneys, working through separate interpreters. It causes the system not only to become far more expensive than it should in terms of justice, but it's cumbersome, time-consuming and virtually, totally confusing for a jury trying to follow testimony in that regard.

The Vietnamese that I've dealt with, personally, I find to be energetic, resourceful and most of them, very, very hard working people---very willing to work---particularly in family enterprises. I think that that's demonstrated along Bolsa Avenue in Westminster. It's being transformed into the largest Vietnamese business district in the country, I guess. On weekends, it's not unusual to have 15,000 or 20,000 shoppers. It's our understanding that shopping day---particularly Saturdays and somewhat Sundays---is also a very social period for the Vietnamese. And we draw people from the surrounding cities as well as Los Angeles and San Diego counties. It's generally referred to---Bolsa Avenue---at least by the Caucasians and many of the refugees---as Little Saigon. That, I think, has a very positive note for the future if it's handled right. It could be a very attractive and a very impressive place if it's allowed to become that.

I think the young people that we've encountered are intelligent and seem to be very eager and willing to learn. And it's not unusual at all to find a child, a small child, 6, 7, 8 years old, acting as an interpreter for parents or older adults. We've encountered that many times. And Mr. Duc from the Garden Grove Center who spoke earlier commented that he thinks it's more beneficial to keep them in an American community for a longer period

of time because they're forced to learn the language. I think children demonstrate that very well. And it's really quite.... quite impressive to see these young children acting as interpreters.

I think there's growing concern in the high schools, though. The two school districts that serve us---Huntington Beach High School District and Garden Grove---has....they're running now, I think, about 14, 15% total of Asian population. There's a tendency for these young people to group together. This is going to cause them to be identified as a group and may be counterproductive to them in the long run. I'm impressed with the school district's ability to recognize and deal with it, but it's something that you should be aware of as a future potential for racial conflict.

They're constantly referred to as refugees in all of the programs that we deal with. But from a police standpoint; I must view them simply as residents. And while the officers are instructed and trained to be patient and understanding, I also expect the police to enforce the law firmly and fairly. Many of the refugees in the United States, now, are citizens or are becoming citizens, and at some point, I think we have to recognize they stop becoming refugees, and they become residents, and they should be expected to obey the rules the same as anyone else. It's important for me to enforce the laws as firmly and as fairly as I can for 8,000 people when I have 62,000 or 63,000 others that are watching very closely.

As a policeman, I've got no intention of abandoning the rights or ignoring the needs of any of the people in our city, but would simply like to emphasize that if the federal government is going

to continue with its open immigration policies that apparently now exist, then the federal government has got to recognize its real responsibility to law enforcement, to the schools, to the social services and to everybody else that's impacted by this challenge.

Thank you. Can I answer any questions?

CHAIRMAN CARPENTER: Chief, you indicate that the Asian population in your area is probably approximating 15%?

CHIEF SHOCKLEY: 12-15%. Those are difficult numbers to get a handle on, and it's amazing to me that the number of people that have been involved in the resettlement efforts really can't tell us.

CHAIRMAN CARPENTER: Yes.

CHIEF SHOCKLEY: We're basing that on the number of incidents that were, unfortunately, automobile accidents. They account for about 15% of them, and the school district enrollment is running about 15%, and that's the figures we're using to base the estimate on.

CHAIRMAN CARPENTER: You have 83 sworn officers?

CHIEF SHOCKLEY: Yes. That includes myself.

CHAIRMAN CARPENTER: Yes. Are any of your officers from the Indochinese community?

CHIEF SHOCKLEY: No they're not.

CHAIRMAN CARPENTER: Do you think maybe that in the years to come that it might help you with some of your problems if you could find qualified people that you might be able to recruit?

CHIEF SHOCKLEY: I think that at some point in the future, absolutely, but, right now, because of some of the problems that

have already been demonstrated to you in terms of identifying age and backgrounds, it would not be in the best interest of the community to look for and recruit somebody that we can't do a background on. Keep in mind that as far as a police background, which we're required to perform under POST---Peace Officer Standards and Trainings---these people didn't exist prior to 1975.

CHAIRMAN CARPENTER: I was interested in your comments about association with status figures, and I guess that reminds me of many of my constituents.

CHIEF SHOCKLEY: They're learning.

ASSEMBLYWOMAN ALLEN: I think, basically, we're, you know, the testimony that's come before you, I think that is a real problem---with the cultural...the language, the perceptions of the police and the government officials. I am....just recently in our area where extortion took place, because they said they could---again, among their own people---that they could buy favor which evidently had been customary in their country because of the many changes of government and corruption that was involved. Those perceptions, again, aren't going to change until they're dealt with, with the cultural differences between the two countries and, again, that would include their perceptions of the police, their perceptions of the government officials.

And I think that, again, if we were to get into an educational program, that certainly....that's something that should be developed was....would be a police program, let's say, and laws, and as you mentioned, having them go from the refugee status to citizen and resident---at least resident status over a period of time and have

an expectation based on planned cultural introduction. And I think that that's what I'm hearing run through this entire hearing is that thread of how there's just no real intensive way of approaching that problem of cultural differences and the language barriers in a very intensified way.

CHIEF SHOCKLEY: I guess if I have any basic disappointments in the program that I've identified over....in the last years, it's simply the fact of....at least on our level, the federal government failing to communicate with us as to what we could expect when the people arrived. We've gotten absolutely nothing from the federal government. The things that we've done we've done on our own with the help of many of the people in the Vietnamese community and the police departments---from a police standpoint, simply getting together, putting together training tapes with the assistance of many of the Vietnamese in the community as to what they can expect and what we can expect. But I would say that any program that is designed, as you described, it's got to be emphasized to bring them into our culture and not give the impression of teaching Americans how to deal with them as a special group.

ASSEMBLYWOMAN ALLEN: I would....Senator Carpenter and I were talking earlier about perhaps having a more intensive type of hearing in the area. I think this has been the problem. It's just been money poured into the problem without....the refugees have been here long enough, and as they articulated earlier themselves, to be helping now with the solution and be working in these....but we haven't altered our way of doing business since they came and....since they've arrived, and I think the thing that

you're talking about is that you had no preparation, and I really believe the refugees had no preparation either. And I think we're at a point now where we've experienced enough, and we can start talking about solutions and.....

CHIEF SHOCKLEY: Two problems I'd like to just comment on. One, a typical problem that we encountered that---since things roll downhill---people fail to recognize, oftentimes---particularly on a federal level---that they can hold meetings between 10 a.m. and 3 p.m. and resolve issues. But they're not on the street at 4:00 in the morning when a call comes in that somebody's been injured. We had a situation that officers responded to an apparent assault, a fight, or something, we don't really know. Since the bulk of the Asians in our area are Vietnamese, they called for a Vietnamese interpreter. It took about an hour to get that person at the early hours of the morning only to respond and find out that the officers weren't dealing with Vietnamese; they were dealing with Cambodians, and he couldn't help them either. These kinds of things that tie up police resources---and they're resources that are very precious resources right now---they're taking us three, four, five times as long to handle a call than they would anywhere else.

Another incident I had was a federal officer that came down from San Francisco that has some title in terms of public relations, because they had gotten a complaint of potential racial problems when the petition, that I alluded to, came to their attention. They came into our city, went directly to a group of homeowners who had made the complaint and tried to resolve it with

them, and I didn't know it until they were done.

ASSEMBLYWOMAN ALLEN: I would say that the problems that we encounter---and I'm in complete agreement with you that we haven't had enough assistance from the federal government, really, and our California problems, and the fact that these are the kinds of things that don't normally come out in hearings---of the full impact into a community, the problems to be dealt with, and the tensions that are coming and resultant because of it. The racial tensions, the community tensions, and the things that we should be working with programs to alleviate rather than to heighten. And out of frustration, they are being heightened, and I think to a very, very feverish pitch. And I'm hoping that some of these hearings---that the information such as you're imparting to us and even more indepth---that we can get down to the problem before we do have fight racial tensions.....

CHIEF SHOCKLEY: Well, I think that impressions oftentimes are far more important in reality, and the majority of our citizens have got to have the impression that we're doing things the best we can for the good of the entire community, and we're not singling out one specific group and giving them special attention or special favors.

CHAIRMAN CARPENTER: We appreciate your remarks, and I can assure you that we're going to carry some of your complaints to the federal government. We share your concern that they are not meeting their responsibilities as they should. And for myself, I think that some of the problems you have mentioned might be able to be dealt with a little bit more expeditiously if, in the near future,

you might find some way of incorporating some sworn officers in your force from this community. It might save you some of those translation and identification difficulties that you have cited.

Thank you for coming and helping us today.

CHIEF SHOCKLEY: Thank you.

MR. VUONG: Dr. Le?

DR. LE: Mr. Chairman, the members of the Joint Committee. I'm a Vietnamese licensed mental professional. And I am representing the Asian Pacific Counselling and Treatment Center and the Indochinese Mental Clinic of the County of Los Angeles, Department of Mental Health.

In my working with the South Asian refugees during the last eight years, it is my experience that the mental health needs of the refugee are increasingly becoming more critical. I believe that we are just beginning to see at the tip of the icebergs regarding the mental health problems and need of the South Asian refugees.

In my daily work in the clinic and also in the community, I have seen many refugees who are suffering from cultural shock, adjustment, reactions, depression, mental breakdown, family conflicts and many other psychiatric disorders. Many patients who are being seen at mental health clinics or hospitals are already exhibiting acute or severe chronic mental illnesses. But, unfortunately, there are just a few professionals who are trained mental health workers in the State or a county who could provide culturally a list of realistically relevant services to these refugees.

It is also anticipated that the emotional stability of the newly arriving refugee will be more impaired than the first wave of the refugee who came here in 1975 due to the perilous experiences of escape and prolonged camp life in Asia. Things of this sort are already been identified in social services at resettlement agencies caseloads.

Research by various federal and local agencies have identified the Indochinese refugee population as being at the high risk for acute and/or chronic mental disorders. Since the Indochinese refugees have collectively experienced the severe trauma of the war, uprooting and displacement, just placing them at high risk, the prevalence of major mental disorders would predictably be significantly higher as it would be for any refugee group. A study published by the Orange County Human Relations Commission in January, 1981 determined that 10% of all Indochinese refugees have serious mental disorders, why an additional 50% suffer from more emotional mental illnesses.

There are significant numbers of refugees who have mental health problems but are not being treated due the severe lack of mental education, mental health education and mental health related support services.

In view of these problems, I believe that the elimination or reduction of mental health direct and indirect services for the South Asian refugee would aggravate ingrowing mental health problems among the refugees. In addition to the callous human pain of suffering, it will be also cost to the State much more money to keep these refugee patients in a state hospital or other

institutions in the long run if there's not adequate, preventive mental services for them at this point in time. Mental health patient and his problems affect his entire family. How can one be trained in English or hold onto a job and be self-sufficient if he's suffering from severe depression or adjustment reaction disorders?

And here are my recommendations. I have nine of them but because of the limitation of time, I present at least two of them and have a written document to present to you.

1.) Mental health problems among the refugee have been found to increase several years after the resettlement. Federal support to refugee ceases before more serious needs emerge. It is most important that available refugee funds be used to provide mental services when they are needed, for example, up to five years after the entry of the refugee in a country.

2.) To be effective, mental health treatment must be provided in the native language and a culture relevant for those served. There are not enough trained social workers or mental professionals who can meet the projected needs of the various refugee groups in our community in this way. There must be provisions to increase the number of personnel with the language and cultural knowledge necessary for meeting the needs of diverse refugee population in our county, as well funds to hire such personnel.

Right now the needs are very critical and increasing and we have very limited bilingual/bicultural Indochinese refugee who

are trained to deal with the problems.

If you need further documents and data, I would be very happy to forward it to you to substantiate my testimony. Thank you.

CHAIRMAN CARPENTER: Doris, questions?

ASSEMBLYWOMAN ALLEN: I guess just one comment, more than a question. I think that the things we've been talking about---again, the cultural shock---as you mentioned, the terror of flight, of the trauma, of the war---and you're saying that it happens five years or up to even....and more impacted after five years being in the country that the mental health problems begin, the deep depression---and all of these things contributing, not perhaps, being self-sufficient, the cultural shock of not understanding the cultural ways here or being able to adapt or be....to blend into them---all of these kinds of things have lent themselves to the frustrations that must be present for the refugee who comes to that point. And, hopefully, if we can find some solution.... obviously, it's going to have to be through not only more funding but better programs to deal with these things early on, because I can see where problems that we've discussed up to this point lend themselves to the frustrations that must culminate, and that's the point where you see the refugee with the mental health service. So, I guess I can understand how that would happen after five years will all the problems that they're faced with for resettlement.

DR. LE: Thank you. You know, many refugees are suffering from a lot of frustration and anger. We just see the symptoms. What we have heard, like from the Police Chief, it is a symptom

of the problem and the many underlying, unresolved conflict need to be counseled, need to be treated. And there are needs for more trained, bilingual/bicultural professionals to deal with this critical problem before it is too late for many of them.

CHAIRMAN CARPENTER: Dr. Le, thank you for your testimony.

DR. LE: Thank you.

MR. VUONG: Mr. Battaglia? Thank you.

MR. BATTAGLIA: Mr. Chairman, members of the Joint Committee, I'm Joseph Battaglia, Western Regional Director of Migration and Refugee Services, United States Catholic Conference. I am here today representing the views of the California Joint Voluntary Agency Committee, a statewide forum of voluntary agency representatives---established in 1981---to address refugee issues of mutual concern to our agencies on a local, state and federal level. We welcome this opportunity to provide input on the future of refugee services in California and hope this will provide a basis for continual dialogue on this important issue.

The voluntary agencies do not believe that under current practices, refugee resettlement is as programmatically sound or as cost effective as it could be. With some exceptions, refugees are not achieving economic self-sufficiency as rapidly as possible, making refugee resettlement more costly than necessary. A great deal of concern is increasingly expressed about the high rate of welfare dependency, particularly among Southeast Asian refugees in California. Gainful employment at the earliest possible date after a refugee arrives must be the cornerstone of our resettlement policy.

Most refugees do not have to be introduced to the concept of self-reliance as a particularly American ethic. These abilities to brave the danger of flight from their native lands gives testimony to their resourcefulness.

While public assistance has been necessarily a part of most refugee resettlement plans, the administration of public assistance must be refocused from a perceived long-range entitlement program to one of interim assistance for a population in transit to employment.

A comparison of programs in states with low welfare dependency rates for Indochinese refugees with programs in states with high dependency rates, such as California, reveals that the primary factor affecting success is the strength of the voluntary agencies' central case management mechanism in the community. In this regard, it must be recognized that only voluntary agency resettlement....resettled refugees and public sector involvement needs to be in support of that effort. Voluntary agencies must be identified as the case managers for the refugees.

To this end, we suggest the immediate implementation of the following administrative changes which we are certain will positively impact the refugee resettlement program in California.

- 1.) Total separation of the Medi-Cal from public cash assistance. This would prevent the entire gamut of publicly-funded programs and cash assistance from being introduced to the refugee as an entitlement.
- 2.) Presumptive eligibility for Medi-Cal few newly-arrived refugees.

- 3.) Reiteration of the Privacy Act designating voluntary agencies as having a "need to know" in all matters pertaining to welfare assistance. The confidentiality issue continues to impede the case management progress.
- 4.) That counties support and adhere to ORR Action Transmittals 82.3 which mandates that local welfare offices notify the appropriate voluntary agency of the refugees' application for welfare.
- 5.) That each voluntary agency resettlement plan for sponsored refugees be universally accepted by the local welfare office, state- and federally-funded service providers as the primary plan. Cash assistance should be granted only at the request or approval of the appropriate voluntary agency while the refugee is in the process of completing his resettlement/employment plan. Any deviation on the part of the refugee from the plan should be subject to swift and sure sanctions at the request of the appropriate voluntary agency.
- 6.) That all employable refugees be placed on the job as quickly as possible after their arrival in the United States. Refugees should be encouraged to accept entry-level jobs as appropriate.
- 7.) That, at the local level, case management be recognized as the responsibility of the voluntary agency. Any state-funded social services should be closely coordinated with the voluntary agencies' case management planning.
- 8.) That ESL and Employment Services be intensive and

survival-oriented. ESL should be available only during non-working hours or in connection with employment. Indo-chinese refugees presently receive 24 weeks of ESL, cultural orientation and employment training in the overseas refugee centers.

- 9.) That waivers be considered for refugees now required to register for WIN programs.
- 10.) That the 100-hour rule be reviewed for ways in which it acts as a disincentive to employment.
- 11.) Identify those provisions of the budget control language which may unintentionally work against employment by requiring refugee participants in state-funded programs to be unemployed welfare recipients.
- 12.) The Legislature must be made aware of the direction and guidelines that are to be used in the ORR Targeted Assistance Program. Unless the confidentiality issue is resolved, making information available to the voluntary agency regarding its cases, this allocation will do nothing to resolve the refugees' unemployment in California.

Mr. Chairman, we believe these proposals represent a conceptual framework for a national refugee resettlement policy. On the state level, these are steps that can be taken within a short period of time and should require no appreciable increase in administrative costs. The potential savings are staggering. Our list is neither all-inclusive nor precisely defined, but we believe it represents a feasible beginning.

The suggestions we are making are focused on the pressing

problem of continual high welfare dependency among refugees. Both philosophically and practically in terms of equity, we would like to see no more special refugee entitlements or funding than is necessary to realistically assist refugees achieve economic self-sufficiency.

It's interesting to note, Mr. Chairman, that eight years ago today, April 29, 1975, I came to Camp Pendleton to process the first planeload of refugees that arrived. Camp Pendleton was to be the first of four processing campsites in the U.S. opened for the purpose of resettlement for 139[,000] Indochinese evacuated from Indochina.

It is important to note that in those early days a spirit of community involvement developed across our nation that provided sponsorship, financial, material, and cultural assistance. However, in the last several years, monies have been allocated beyond belief, often preventing voluntary agency resettlement principles from being implemented.

Finally, Mr. Chairman, at the heart of our concern is the fact that if accepted and implemented, these recommendations will keep our doors open to refugees in the future---a goal to which we believe we all subscribe.

May I thank you for providing this opportunity to express our views.

CHAIRMAN CARPENTER: Mr. Battaglia, some of these recommendations are certainly controversial, but that's the reason we're having this hearing, so we can get the broad spectrum, the recommendations from all segments of the community, and I certainly

thank you for joining us today.

MR. BATTAGLIA: Thank you.

ASSEMBLYWOMAN ALLEN: I just have one question on the confidentiality segment of it---I'm not as familiar with that. What happens when you go to....try to work through casework---are you talking about confidentiality of the welfare records?

MR. BATTAGLIA: That's right--or when the case goes....registers for welfare, that's been under the care or with the case that has been brought in by the voluntary agency, he is no longer permitted information on the status of that case. It has acted as a sanctuary against our intention to make this person self-sufficient through employment. Often we have jobs that we're not able to provide to a refugee that is into the welfare system because no information can channel back. Some of this is being changed now; however, only a few counties are really adhering to the new system.

ASSEMBLYWOMAN ALLEN: But the whole incentive of having a sponsor for bringing a refugee into the country was that that sponsor would help and assist that refugee get settled.

MR. BATTAGLIA: That's right.

ASSEMBLYWOMAN ALLEN: And that you are _____ off at some point from doing the very requirement in order for that refugee to come into the country--the very thing that was required of a sponsor to do. Is that correct?

MR. BATTAGLIA: That's correct. Because we have three types of sponsors---we have a family sponsorship---many refugees who have been here for some time are bringing in their own relatives and are acting as sponsors through our agencies. Others are outside

sponsors---parish sponsors. But sometimes our own agency acts as the sponsor.

Now, in all cases, we have no means of following up on the case once it has gone into the welfare system, and this has been our big problem. And, don't forget, there's not only the cost for the programs, the social programs, that are being provided for the refugee, but while he's in some of these programs like ESL, he's there for 18 months at the expense of the welfare program, and we may have jobs and cannot provide them because we don't even know where they are, or we have no way of bringing them into the picture.

ASSEMBLYWOMAN ALLEN: Doesn't seem like a very sensible way to.....

MR. BATTAGLIA: That's right, it isn't. And I'd like to make a suggestion on this particular point. I feel ESL is very important. I think it's part of resettlement, but I do believe it should be provided in conjunction or in cooperation with employment. I just make....I must make one other point. We have, working parallel with the Southeast Asian program, non-Southeast Asians which my own particular agency is very much involved in. And our own studies show---and I'd be glad to provide this group with the statistics at another time if you're so interested---we place 4.4% of all Southeast Asians into employment in the first 12 months---with great effort on our part. After they've been here 18 months, they come to our door seeking employment. There our percentage is about 80% of those turning to us. Our non-Southeast Asians in California, 64% are employed within the first 12 months.

It would be over 97% if it weren't for two of our programs that have worked with the state programs and have allowed our cases to act in the same manner as Southeast Asian program cases. Now what are we saying here? We're saying that our system for resettlement works when we can keep refugees away from state programs because we lose track of them, and they lose track of incentives themselves.

ASSEMBLYWOMAN ALLEN: It's very interesting.

MR. BATTAGLIA: Yes it is.

ASSEMBLYWOMAN ALLEN: I think that....made an excellent point. Have you talked with anyone regarding legislation in this direction?

MR. BATTAGLIA: This is the first time I've had the opportunity to appear before a hearing, but I've been very local for eight years, especially in the last four.

ASSEMBLYWOMAN ALLEN: Have you worked with your legislator in your area or.....

MR. BATTAGLIA: No I haven't, and perhaps this has been shortcoming, but we're so involved in so many programs.....

ASSEMBLYWOMAN ALLEN: Sometimes you don't realize that that might help you a bit. I think this hearing's a very excellent forum for hearing such testimony, and I think sometimes we hear the word "confidentiality" and we just freeze thinking that we're violating someone's privacy. But perhaps something could be worked out where both could be protected, especially if that refugee were to understand that that would be an assistance by their caseworker to help them get employed. Sounds like there's a breakdown that's.....

MR. BATTAGLIA: Yes there is. And I think this has given us all a perfect opportunity, and I'd love to see a new future for the sake of the refugees.

ASSEMBLYWOMAN ALLEN: Which area are you in?

MR. BATTAGLIA: I have....I'm the Western Regional Director.

ASSEMBLYWOMAN ALLEN: I mean, where do you live?

MR. BATTAGLIA: Oh, I live in Mission Viejo.

ASSEMBLYWOMAN ALLEN: You might want to either contact our office if you'd like to talk about that further or wherever you would feel more comfortable, but I do think you should be contacting a legislator.

MR. BATTAGLIA: Thank you very much.

CHAIRMAN CARPENTER: Thank you.

MR. VUONG: Mr. Battaglia, just for the background, would you please send the statistics that you just cited?

MR. BATTAGLIA: I'd be more than happy to.

MR. VUONG: Thank you very much.

ASSEMBLYWOMAN ALLEN: I'd like to see that too.

MR. VUONG: Mrs. Thuong Nguyen Barasch?

MRS. BARASCH: Dear Senators in Committee. My name is Thuong Nguyen Barasch. I am a Health Education Specialist for Asian Health Project. Prior to this, I was a counselor at the Asian Pacific Center for raped and battered women. Between 1979 and 1981, I was a resettlement worker for HIAS---Hebrew Immigrant Aid Society. Refugee women have particular needs and concerns which I wish to address.

Refugee women desperately wish to become a part of mainstream

America and improve the quality of their lives and that of their families. However, most women are unaccustomed with asserting themselves and, therefore, it is the community which must reach out to assist them.

The Asian Health Project is an information and education program focusing on health needs of cultural disadvantaged women who cannot get the health care needed because cultural and language barriers. The Project serves the Japanese, Thai and Vietnamese communities in Los Angeles County. In my work at the Asian Health Project, I find Vietnamese women who desire information on birth control and abortion. Unlike in Vietnam, where large families are the norm or having a son may be considered absolutely essential, the needs of the family change in America.

Vietnamese women once arrive in America realize that in order to survive they must discontinue having babies. Whereas, in Vietnam, most women are expected to stay home. In America they quickly see women working as a bus driver, police officer, etc. From all walks of life, they soon wish to have the same opportunities, but without language skills or job training they feel shut out. Public assistance is necessary in the beginning until refugees can be introduced to English classes, job training and job placement, tailored needs such as child care centers.

Most importantly, it is agencies such as the Asian Health Project which actively go into the refugee community to make known their services which gets the job done. Often, Vietnamese women simply do not know where to go for help in family planning, mental health counseling, job development, etc.

Therefore, continued funding of programs in the above areas which actively go into the Vietnamese community deserve greater support.

Thank you for giving opportunity to address my concerns.

CHAIRMAN CARPENTER: Our culture is just beginning to treat women as people, and that's resulting in a great deal of transitional stress in our community, and I'm sure that it's doubly difficult to come and try and learn our strange language and also interact with these various role changes. And we're certainly in sympathy with your efforts, and we wish you well, and we know that kind of effort has to be financed if it's to be successful.

MRS. BARASCH: Thank you. I just have my talk, today in the way I drive to this office, I see the big bus that say "Boys Market," so I have popped in my mind why don't they put "Women's Market?" Thank you.

CHAIRMAN CARPENTER: Thank you.

MR. VUONG: There will be one more speaker of this special conclusion, and then we go back to the regular agenda. Miss Agnes Matica? The National Institute of Los Angeles?

MS. MATICA: Thank you for your consideration, allowing me to speak at this time. International Institute wears three hats, or I do on behalf of the agency. I'm Agnes Matica, Director of International Institute. We have been a VOLAG only since 1975 and have been providing ORR services in the San Gabriel Valley---at present, employment relief ORR services for the past four years. But we have been a social agency working with immigrants and refugees through bicultural staff for the past 69 years, and we

have some experience in the economic and social self-sufficiency needs of refugees which I would like to try to address.

In order to conserve time, I would like to make some assumptions that you are familiar with the roles of VOLAGS and that you are familiar with ORR problems....programs, and with the specific needs of the Indochinese population in general. I would also like to mention, though, that when we talk about refugees, we must remember that there are also Armenians and Afghans and Ethiopians and Eastern Europeans and Middle Easterners; but since 90% of the refugees are from Indochina, my remarks, primarily, are going to be addressed to their needs; and that I would like to state, however, that as a distributor, as this other refugee group is from Indochinese in culture and education, some of the needs are really basic and very similar for all refugee groups.

It seems to me that as a nation and as a community, we have met some of these needs a lot better than others. Actually, you know, since '75, our government has assisted VOLAGS in assisting refugees financially, and the VOLAGS would never have been able to respond to such large numbers of refugees had it not happened. ORR programs didn't exist before either, neither did cash assistance. It seems to us that large refugee....large numbers of refugees have become the recipients of very liberal cash assistance programs in California, which we have made very readily available, and then all of a sudden, we seem to have discovered that there is a high cost, those in terms of dollars and in the loss of self-sufficiency.

Some blame the federal government for this and the federal government has the tendency to blame VOLAGS, and VOLAGS, I hope,

are not blaming refugees. We cannot blame them for coming to California where the climate is more friendly and where their friends and relatives live, and we really shouldn't blame them for being on welfare when we make it so easy to get on and so hard to get off. I'm not suggesting that refugees ought not to be eligible for cash assistance until such time that they become self-supporting. No voluntary agency would have the funds to support them. Furthermore, most refugees speak little English, have few transferrable skills and also, at this time, in the Los Angeles area, jobs are not plentiful. However, we have noted time and time again that cash assistance tends to be perceived as an entitlement both by the refugee and DPSS staff alike and that this perception stands in the way of self-sufficiency.

We know how many of the refugees we sponsor receive cash assistance within the first 18 months, but once they become AFDC recipients, none of us know. Confidentiality rules prevent DPSS from sharing information about their caseloads. The voluntary agency which sponsored the refugee becomes powerless to make on-going assessment about the refugees employability or other needs.

And Title XX providers are not much better off. This system creates a barrier to self-sufficiency, especially for the Indo-chinese refugee. And it appears to us that the lack of bilingual social services add to the refugee's welfare-dependent isolation. The non-English speaking refugee tends to have some contact with DPSS staff very little and probably with the teacher where he attends school if he does. But, the refugee who is not either threatened with loss of refugee cash assistance or who does not

possess individual initiative, will not have contact with employment services providers. We strongly believe that Title XX allocation for social services needs to be increased. This used to be a very integral part of funding, and then the focus was shifted to employment services with almost total elimination of bilingual social services for this population.

As you know, the federal government funds VOLAGS for relocation and placement services, most of which need to be and are provided within the first few months after the refugee's arrival. These grants do not make allowance for ongoing services to large numbers of refugees or for the needs of secondary migrants who all, as we all know, like California very much and arrive in large numbers. I can only speak for International Institute, but our problem seems to be everyone's problem. We do not have the staff to assist needy refugees on a long-term basis given the volume and the complexity of the task.

ORS funding has enabled us in the past to make effective use of bilingual staff who were outstationed with schools and health service providers and could also respond to individual and family problems. And believe me, just as you heard Daniel Le mention, there is a tremendous need to deal with the cultural and personal adjustment problems of this population. Current Title XX funding is geared to employment services. In the case of International Institute, we are the sole CIU---that's Central Intake Units---in the San Gabriel Valley which obligates us to allocate more staff time to CIU activities than to job development and placement. Yet, we cannot even be certain that DPSS will utilize CIU data

in such a way that the refugee's employability is advanced.

And we would like to make to you some recommendations.

- 1.) Closer cooperation between DPSS and providers as well as VOLAGS, because, at present, refugees can receive cash assistance without the approval of their sponsoring agency.
- 2.) Modification of the Confidentiality barrier. At present, DPSS does not share pertinent information with providers and VOLAGS.
- 3.) Reinstatement by DPSS of supplemental assistance. At present, there are many refugees who would like to but cannot afford to go to work because their earnings would be lower than their current RCA or AFDC grant.
- 4.) More creative use of employment resources. At present, we are trying to fit the refugee into existing job slots. This may not work with illiterate farmers or fishermen. They might be much better suited for agricultural employment and many would be very willing to move into outlying farm areas if we could also provide them with the support services that they would need to make the move, because it is a very scary thing to move away from the little bit of familiarity and security that they established in this community, and they would need additional help to move out.
- 5.) And lastly, funding for social support services. At present, refugee parents have difficulty communicating with their children's teachers and sometimes and increasingly, they have difficulty communicating with their children if not in terms of language then in terms of

culture. Children who are growing up in this school system are really in a tremendously difficult bind because they have to live in one culture in the school, in a totally different culture with the parents, and the gaps between parents and children are increasing with resultant problems.

Funding exists to meet severe mental health needs, but it is not available to provide preventive services. The kind of preventive services that bilingual social service providers who may not have....not be trained mental health professionals, although that would be advisable and preferable, but we know they are not available, but who can at least be trained to provide the kind of support to individuals and families which is so important when we are talking about self-sufficiency.

Thank you.

CHAIRMAN CARPENTER: Thank you very much.

MR. VUONG: We now return it back to the normal agenda.

Before we do, I really want to apologize to people who have been
(?) waiting because these things always are more flexible than we plan to. So thank you for your understanding, your patience, and I
(?) think sitting through their poop would you _____ pick up one or two
(?) ideas that would be of interest to you.

Uh, next speaker is Mr. Nguyen Tran from the Unified Vietnamese Council. Mr. Nguyen, please.

MR. NGUYEN TRAN: Mr. Chairman, ladies and gentlemen, my name is Nguyen Tran, Chairman of the Association of Vietnamese Elderly People, Inc.; of the Unified Vietnamese Council, Inc.; and also

Co-Chairman of the Los Angeles Forum MAAs Subcommittee.

First of all, I would like to thank Senator Carpenter for organizing this public hearing and to come in person to share, to get for the first time first-hand information from most of the people who are considered so far as voiceless people because of lack of representation. Because of the limited time, I will focus only on two points with the hope I will have more time to go into more detail.

First, I will speak about status of refugees. Secondly, refugee resettlement programs. Why I am speaking about the status of refugees---because I'm thinking that the policy---the government policy---may defer great relief from the status of refugees or immigrants---is why I want....I would like to emphasize here on the status of refugees from Indochina.

As a matter of fact, since there has been much argumentation on this question, I would like to devote some time to this subject. In the conflict between communism and capitalism for decades, it is a fact that all those who flee a Communist country are considered by free world countries as political refugees and receive as such. But now, there has been much discussion on what status to grant the new arrivals from Indochina, especially from Vietnam. Should they be called refugees or immigrants? Should they be called refugees, then the U.S. would be bound to grant them asylum. Should the U.S. not do so, it would renege on its tradition of enhancing freedom and human rights.

To elude this dilemma, some responsables in Washington have resorted to a euphemistic artifice in calling immigrants those

who are fleeing Communist tyranny and oppression. What a mockery, a gross nonsense in calling immigrants for economic reason those who risk their lives at sea at a terrifying ratio of 55% as estimated by officials from the U.N. High Commissariat for refugees themselves.

This would appear the more shocking when history tells us how the U.S. was involved in South Vietnam Internal Affairs with the green light given by the White House to Saigon Generals to overthrow President Ngo Dinh Diem in what was a false Buddhist crisis fomented by Machiavellin Bonze Thich Tri Quang to (quote) "get rid of Diem and Nhu" to have "an arrangement with North Vietnam." You'll find how President Kennedy played into the Communists hands. I quote, Our Vietnam Nightmare by Marguerite Higgins, Page 28.

As a successful fighter against communism, at the head of two provinces and an advisor to the U.S. Government agency, I came to Washington in 1962 and addressed a 35-page letter to President Kennedy explaining to him how to fight communism to a success and warning him against overthrowing President Diem and against sending American troops in Vietnam. It's a war we had to fight with the help of the _____. We understand much is up to us to fight.

In 1964 when President Johnson started to bomb North Vietnam, I wrote to him at the request of one of his friends, urging a revision of his conception of war, a change of strategy and tactics. If not, I said, all the American aid would only have the effect of putting off the day of disaster rather than preventing it from happening.

But, it was implacable policy of containment of China in using

Vietnam as a pawn which was pursued until Nixon's trip to China in 1972 and Mao Zedong's promise to open up China to American diplomacy and business. The Paris Peace Treaty was then imposed on Saigon under the threat of cutting off all aid with Nixon's promises to (quote) "respond with full force should the settlement be violated by North Vietnam." The U.S. has never kept this promise, and South Vietnam was bluntly abandoned when 14 Communist divisions from the North crossed the border in 1975, stirring up the exodus of 1½ million refugees around the world. We thus were and still are the victims of the U.S. policy. Should then we be called immigrants for economic reason or rather refugees? Should the U.S. be responsible for our tragedy and abandon our people to their ordeal?

Number II. Refugee Resettlement. Since 1975 refugee resettlement has been handled by VOLAGS. It is no question of denying their help through which thousands of families have been resettled, but this doesn't mean that all the flourishing business shops, restaurants, physicians, dentist, lawyer's offices you can see all around the country and the State are owed to VOLAGS. They are the result of a great effort of self-sufficiency by the refugees themselves.

With the current economic recession and the tying up of regulations concerning the government assistance to refugees since 1980, the new arrivals from Indochina and especially from Vietnam are facing the most hard time. Many who have completed their training in electronics, machine shops, auto mechanics, etc. found their applications for job turned down for lack of experience,

at the very moment their cash assistance is being cut off. You can imagine in what misery they are! What will be there tomorrow?

The VOLAGS and service providers cannot do anything about this situation, because they only know those who come to them while they have no means of helping them. Certain of them set up certain rules which are the most frustrating to the refugees by assigning certain work to certain days a week, compelling the refugees to come a second or third time. It's the way the bureaucracy is working.

Only the MAAs are able to help their people, because they only know them who live in their community and have a direct responsibility for them---for example, in my case. You may ask why I assume the Chair of three organizations with my age---I'm 76 years old! I refuse many times, but people want me to take the Chair. First of the Association of Vietnamese Elderly People. I couldn't refuse. Under that, I had to take the Chair of the Unified Vietnamese Council and also the Chair of the Los Angeles Forum MAAs Subcommittee, because I have to be good example to serve our country with the condition that they will sit together with me to work for our people.

CHAIRMAN CARPENTER: You don't have to apologize for being 76. With each passing year, I find I have more sympathy and respect for age and experience.

MR. NGUYEN TRAN: Thank you. And also one other reason I did not say, it's my son was in Communist labor camp. I was the first wanted by Communists on May 1st, '75. I didn't want them to know that I'm here, and I'm working for some people. But,

finally, I had to take on the responsibility to answer the calling from my friends.

I thus call upon you and the State to help the MAAs and their coalitions to conduct resettlement services programs to better serve their compatriots. Many refugees have acquired certain skill in Vietnam before coming to the State such as agricultural, carpentry, brick layers, fishing or sewing. In organizing a pool of skills within the community, the MAAs can find out each one's ability or skill and direct them to the needs of market through many Vietnamese newspapers and Tieng Vong Que Huong Radio Broadcast.

Many American businessmen have their works done in Hong Kong, Taiwan, Korea. Why not use the same low-cost manpower available in the country to keep in the dollars and help settle many problems?

There is also a large possibility of setting up farming of 4 to 5 hundred acres as the Unified Vietnamese Council is trying to do to utilize the refugee manpower, and train it at a lower cost than the administration through the process of learning-by-doing. The result can't but be highly promising on many aspects---human, social and economic as well. In helping the MAAs to sit together, you can work for many other aspects---for example, preventive mental health, ESL and other things.

I, first, as Chairman of the Vietnamese Elderly People, I got funded in 1980 for a project of mental health. As to this fund of \$54,000, I could organize the coalition of 42 associations. The first time sit together and _____ them we were able to

organize the first gathering of 5,000 people to celebrate the Vietnamese New Year Festival and so far, we have this Festival organized every year.

The Association of Vietnamese Elderly People have experienced much of....of _____ because people who came around found that you have an office, a nutrition center. They came from afar---from Oklahoma, from Texas---to be here, so they can....you see, it's an entitlement, it's a consolation for them to see their people to speak their language, it's helped them. Many members tell me that before they moved in they were sick many times a year. But when they are a member of our Association, they are no more sick, because they _____ and admitting talking to people, and this was a relief for them. So, will you help the MAAs to organize themselves? You would help the people to be relieved from mental health problems, because 99% of the refugees experience mental health problems. Myself, I left many brother/sisters at home. My son was in Communist jail, so we had to work to support them. It's why the MAAs don't have so much resources to help themselves, because each family who is here has to support their relatives left in Vietnam. If we have the means to organize ourselves, we would be able to have more.

So, in conclusion, I would say that we as a _____, we were deprived of our right to fight for our own destiny in Vietnam. We hope that we would not be deprived of the opportunity to help our people. Please help us to help our people as a contribution to the welfare of this country.

As a recommendation, I would like to bring to your attention

these two questions. Please give greater MAAs participation in planning and running programs. Secondly, if possible, give total responsibility for running programs to the MAAs. The second point may look too extreme, but this country....this is a country where the government is organized on the basis of government for all--- of the people, for the people, and by the people. And so far, we consider ourselves as voiceless people, as second citizens. Give us a chance, an opportunity to work for ourselves and to contribute to the welfare of the country.

We want more responsibility, because when we have more responsibility, we can devote more initiative, greater effort and better services not only to our country, to our compatriot, but also to the country, the host country which give us everything here except some problems we cannot handle now.

Thank you very much for your attention.

CHAIRMAN CARPENTER: Thank you. Your objectives are our objectives, and we hope we'll be able to do that. Thank you.

ASSEMBLYWOMAN ALLEN: I have one question. Perhaps, you know, I misunderstood. I was kind of..... And for instance, when you say work for the betterment of our country, do you mean Vietnam or this country?

MR. NGUYEN TRAN: No, this country, because.....

ASSEMBLYWOMAN ALLEN: I was hoping that that....it's my hope, at least, that we become one country, because I know that you are here and that, hopefully, this will take place and that the efforts that we put forth will make us one country.

MR. NGUYEN TRAN: Yeah, sure. Thank you so much.

MR. VUONG: Father Davis?

FATHER DAVIS: Mr. Chairman, Mrs. Allen, ladies and gentlemen, I'm Father Fletcher Davis, a person working with refugee resettlement programs for the last four years, working with refugees and working with the refugee programs and working with refugee policies. A list of my credentials is included on the written copy of my testimony. I'm a little intimidated to follow the eloquence of Mr. Nguyen Tran.

My remarks today will focus on something that hasn't received much attention today which is the way to cut down the amount of money spent for refugee resettlement, while at the same time, maintaining the integrity of the program of refugee resettlement.

Your task, as I understand it, is three-fold: to propose legislative packages for California in this area; to recommend and adopt budget control language for California; and to testify before the federal decision-makers for appropriate federal decisions as they affect California and California's residents. My remarks will focus on this third of your responsibilities today.

The escalating costs of refugee resettlement are a major concern to lawmakers and refugees alike, and I stand before you today to outline ways to reduce the costs without extinguishing the torch of hope held high by that gracious lady in New York Harbor.

Budget-driven decision-making is very much the order of the day at all levels of government. As a taxpayer, I can welcome that. As a priest of the Church and a resettler of refugees, I'm here to provide you with some specific proposals to curb the costs

and improve the program.

Senator Carpenter, you asked an earlier witness, Dave Pierce, some questions about the background of this program, and let me, just very briefly, outline some of the background, because I think it pertains very strongly to recommendations for the future.

Other witnesses may tell you about the history of refugee resettlement in this country and how it was accomplished by the private sector with very little cost to the public until 1975. In April 1975, with the fall of the governments the United States had supported in Saigon, Vietiane, and Phnom Phen, 131,000 Indo-chinese refugees were cleared for resettlement in the United States. Hasty decisions were needed and made. A delivery system had to be found which could assist in assimilating this population into the mainstream of American society. It was determined that a combination of effort by the private voluntary organizations known as voluntary agencies or "VOLAGS", together with a special assistance program known as the Indochinese Refugee Assistance Program or "IRAP", administered through county welfare departments, would be able to handle the task. Although some of the preconceptions proved wrong---such as being able to resettle Indochinese refugees evenly throughout every county and state---the program worked.

And then suddenly, as the program seemed about to faze out in 1979, the world was made aware of "boat people" and genocide in Cambodia. Once again, American hearts and pocketbooks were generously opened, but there were differences this time. New refugees were greeted on arrival by their relatives and friends who had come four years earlier. Unlike the first arrivals, the new ones

had suffered terribly under Communist rule and in refugee camps. For the most part, unlike their 1975 counterparts, they had not worked directly with Americans. Their command of English was less or nil; their health was frail; their schooling was more limited. In short, their resettlement needs were greater and the cost to the government to resettle them was greater.

Creation of the Indochinese Refugee Assistance Program was recognition of the fact that most refugees arrive in the United States as temporary dependents who must start their lives over again without material possessions or English language or employable skills in their new country. Apart from the IRAP---now called RAP or Refugee Assistance Program in recognition that the United States does resettle refugees from other parts of the world---little else in the resettlement structure takes advantage of the unique motivations that refugees bring with them into this country that other disadvantaged persons lack. On the contrary, the generous training and assistance programs available have encouraged new arrivals to seize the advantages to which they are legally entitled.

The results are interesting but not especially encouraging. The refugee resettlement program is not taking advantage of the unique refugee motivations with the result that it is unnecessarily costly. Second, refugees newly arriving in America are introduced to a lifestyle unknown to them in their countries of origin called welfare dependency. Third, there has been much argument about front-loading---generally favored by refugees---and immersion---generally favored by resettlement agencies and VOLAGS. No definitive study on the cost-benefit ratios of these very different

models has yet been done.

Refugees increasingly see training programs either as gainful employment or as scholarships for college education rather than as temporary assistance. And this results from seeing their participation rewarded in cash assistance checks which they do not receive if they fail to participate.

Five, there are two different delivery systems for refugees, separate and uncoordinated with each other. One is refugee specific; the other is available to all residents---citizens, refugees, immigrants, visitors. And pumping money into either program without reference to the other is wasteful of public outlays.

Six, the costs of resettlement are increasingly being borne by the public sector, with the consequence of increasingly alienated private energies, dollars and good will and escalating the costs of resettlement. For example, VOLAGS mix public dollars---specifically reception and placement grants from the Department of State---with private dollars they raise for resettlement. The U.S. ratio of costs is that for every dollar given by the State Department to the voluntary agencies, the Department of Health and Human Services gives \$16.52 to the states and counties for refugee cash and medical assistance. I'd hoped to have a very specific figure for you in California. A preliminary estimate is the ratio is possibly as high as 1 to 30 in California.

Some programs established to assist disadvantaged people are remarkable failures with refugees, because they rarely or never result in employment. Examples of this have earlier been alluded to, such as the work incentive program WIN, AFDC and Adult Basic

Education ESL classes. All have been unfortunate failures, and reasons for this are both cultural and language related. It's unfair, however, to blame refugees for these failures. Refugees are simply taking advantage of programs to which they are legally entitled, and that's a sign of effective cultural adaptation, not of abuse. And I share very much with Dolores Churchill, who testified to you earlier, about the extraordinary capacity of many Indochinese refugees to become self-sufficient. We've witnessed some very remarkable and very heroic stories.

What I'd like to address, therefore, is specific motivations that refugees bring with them that are unique and distinctive and which need to be captured and harnessed to make refugee resettlement programs more effective. There are two motivations unique to refugees and largely or wholly absent in domestic disadvantaged persons which should be captured or harnessed to reduce the costs and public dependency among newly arrived refugees.

The first and strongest motivation is the desire to reunify families after flight, asylum and resettlement. Refugees naturally and appropriately strive to find lost wives, husbands, children and parents once they know they will survive.

The second motivation is hope. All new arrivals believe the American dream can come true. If not in their own lives then in the lives of their children. Accordingly, they're often willing to undertake great hardships and sacrifice to bring their dreams to fruition. Instead, too often we offer them assistance programs that tend to neutralize or destroy this valued incentive. We've been unable to extinguish it, however. Landlords, for example,

notice it when they discover that unlike some of their tenants, refugees pay their rent on time. School teachers see it with the disproportionate numbers of children born of Southeast Asian parents who graduate as valedictorians or with other academic honors in this country.

Our refugee delivery system does not capture these powerful forces for the benefit of the people it is created to serve, refugees and the people who finance it, taxpayers.

So, here are a couple of specific proposals that time is very important. The timing, as you know better than I as elected officials, is critically important right now to effect change at the federal level in policies.

Let me make some specific, practical suggestions about how we might utilize these unique energies to drive a more cost effective and humane resettlement program in the United States.

Proposal No. 1. Through amendment of immigration law, limit welfare eligibility for newly arrived refugees.

Let me present some discussion about that. There is now a great disincentive to employment in some states, especially in California, where AFDC benefits for a family of four are at an adjusted level of about 19% above entry level employment. The proposal is to amend immigration law rather than welfare law. This might be done in two different ways. First, as a condition of entry, prior to arrival in the United States, the refugee would sign an affidavit stating his acceptance of placement in the United States is contingent upon his waiving eligibility for AFDC benefits if he's employable. He would still be eligible for refugee

cash assistance if necessary. A second approach would be to establish a grace period for cash assistance which after....after which there could be a gradual reduction in benefits. This would allow, for example, for full cash assistance for, say, the first six months then 90% for the second six months, 80% and so forth. The effect on....in either case would be to send a strong signal to counter a prevailing notion in some of the refugee community that public assistance is an entitlement. The key in either proposal is to effect the change not through trying to amend AFDC statutes but through a condition of entry mechanism amending immigration statutes. There's already precedent for this in the eligibility of immigrants for public assistance, and the Immigration Control and Reform Act of 1973, the Simpson/Mazzoli legislation, proposes to exempt entirely for three years from public assistance eligibility all persons to be naturalized through Title III provisions of both the Senate and the House versions of that bill.

Proposal No. 2. Establish a family reunification program that gives preference to overseas relatives of stateside refugees who are employed so that they go to the front of the reunification line.

Now, some will argue with real cogency that we should do nothing domestically to jeopardize the status of refugees overseas and that this proposal would punish overseas relatives for the U.S. relative's inability to obtain a job, especially in a time of high unemployment. I have to agree that that is a very powerful argument, and in the best of all possible worlds, I would certainly agree with it. But we live with the real threat that if we do not

bring resettlement costs down, then the future of all overseas relatives is at risk.

There are many complicated details to administer such an idea, but the point here is to establish the details....establish the principle of rewarding employment with the number one incentive after survival of the newly arrived refugee.

Proposal No. 3. Supplemental assistance and training programs are probably a necessity as well (pause) -- there's a typographical error here I apologize for -- to offset the penalties for employment even though it's not a politically popular approach at this time. Now there are two specific areas of need. One is cash, and the other is training.

A refugee family of four in California, under AFDC, qualifies for cash assistance of \$601 a month. That's the equivalent to wages of \$721.20, allowing for taxes of 20% which are not paid on cash assistance but are paid from wages. Now, that's an hourly pay rate of \$4.16 or \$42.12 a month over minimum wage. Further disincentive to minimum wage employment is the loss of health coverage, which other witnesses have alluded to, and additional expenses for transportation, child care and such clothing as may be required for employment. So the disincentive increases with the number of children. For example, a family of ten qualifies for AFDC aid of \$1,071 a month, the equivalent to a job paying \$7.40 an hour. For a family of four, spending \$120 a month to supplement wages to that level is less costly than spending \$601 for full benefits.

Training programs might also be developed, not for refugees

alone but for people who are fully employed but on jobs that rarely result in upward mobility---such as washing dishes or cars or floors. If such training could be for jobs in which prospects for promotion are reasonable, and if they were limited to employed clients, then it would encourage people to take entry-level slots they now avoid in hopes of finding better positions after taking more training on full-cash assistance. And you can't, again, blame the client here for doing what's in the economic advantage of his family.

So, in conclusion, Mr. Chairman, and Ms. Allen, you've been very patient to listen to me with these three proposals. There are more for another time. They're complex, especially in implementation, and I shall be happy to try and answer questions now or to meet with any or all of you later to put more flesh on these bones. Your task is great. Your decisions will directly affect the lives of many people. And I thank you for your diligence and look forward to the creative solutions you will fashion to keep alive the spirit of liberty that makes our land so attractive to people in other parts of the world and here at home.

Thank you.

CHAIRMAN CARPENTER: Father, you're quite correct in the.... your timing is excellent, and I don't know if we can come up with creative suggestions without help from people like you, and I can tell you I find your suggestions very provocative, very interesting.

FATHER DAVIS: Thank you.

ASSEMBLYWOMAN ALLEN: I do too. I'm....felt underlines here and some stars on some things that I can see that are very creative

and thoughtful on your part, and look also like they could be tactful as well as far as applying them somewhere in legislation. I agree, I think that we have handled this and with the incentives of welfare rather than looking at the motivations, and it's a unique way of putting it, at least unique to me, and I can see where the immigration law being changed. It would certainly change what we're looking at here in the State in the way of a real burden financially on the people and, again, as a disincentive to resettlement of the refugees.

So, I think you've certainly stirred some thought. I know you have within me as have other people who have testified, but this is a solution, an offering of a solution, that certainly does deserve further thought, further work. So, I'm hoping that as we do our resolution, and I'm sure Senator Carpenter has his mind working there as well, to include some of these thoughts in that resolution to the federal government.

FATHER DAVIS: I think that the timing for the reauthorization of the Refugee Act and the Simpson/Mazzoli legislation, which is, as you know, moving on a very fast track right now, both would be open and amenable to these kinds of suggestions.

ASSEMBLYWOMAN ALLEN: I think they're very, as Senator Carpenter pointed, very timely.

FATHER DAVIS: Thank you.

CHAIRMAN CARPENTER: When we originally scheduled these hearings, we had scheduled this one for approximately four hours, and after three hours, we have gone through approximately half of the people who wish to testify. That's in part, I guess, because

of the quality of the remarks that we've heard so far, which we appreciate, but in order to approximate our time schedule, I wonder if the remaining witnesses might try very, very hard to hold their remarks to perhaps ten minutes to summarize their suggestions to ten minutes, and I would say that should be particularly true for those of you who have written presentations that we may have a copy of.

MR. VUONG: Next speaker is Mr. Darrel Shultz.

MR. SHULTZ: Mr. Chairman, Miss Allen, Jo, ladies and gentlemen, I'm Darrel Shultz, Refugee Coordinator for L.A. County DPSS. I think I can....since I have written testimony, I can pare this down quite a bit.

You probably know that Los Angeles County has the largest group numerically of refugees of any county in the United States. We believe we have over 75,000 people here, perhaps even more than we know about currently. We find in a recent survey, that we just conducted, we find that 30% of these have migrated from states of initial settlement. Many of these were on welfare in their previous state.

The reasons for secondary migration, of course, to California have already been adequately stated here today, so we won't cover that again.

We have about 59,000 refugees and entrants receiving some type of public assistance in Los Angeles County at this time. About 50,000 of those receive cash assistance.

I'm sure you already have heard today about the differences between the refugees we're seeing now and those we saw earlier.

Certainly we're seeing many of these coming into this country without adequate language skills, educational deficiencies. They don't have the job skills needed in an industrialized society such as we have here in Los Angeles County. Therefore, of course, their problems are very great---very massive.

Certainly there's been a big concern expressed today and rightly so about welfare dependency, and, of course, it has both good and evil connected with it. In Los Angeles County we have recognized that employment is, of course, the best solution to the refugee problem. We, about 2½ years ago, established an Employee Refugee Unit which has 13 counselors, bilingual in the various languages, and we do work with 22 different language groups in Los Angeles County. They work with these people in indepth job assessment; seeing where they are at this particular point and time; job motivation; teaching about the world of work in Los Angeles County; and helping them to get jobs.

During this past 2½ years we've worked with about 5,000 refugees in this activity and about three-fourths of those have been removed from the welfare rolls. Some of them, of course, have found jobs on their own through the motivation that we provided. Some have been closed out because of refusal to cooperate. But, we've placed---we're happy to say---700 in jobs even though we have a depressed market here today.

And, of course, projects of this type take money. We all know that. The targeted assistance is a step in the right direction, and we, of course, hope that you will continue to support that.

This week, our Board adopted the following recommendations on

the reauthorization of the Refugee Act of 1980, and I would like to share those with you.

- 1.) Support the reauthorization with the continued provision of full federal reimbursement to states and localities for cash and medical assistance provided to refugees who have been in the United States for up to 36 months.

Of course, there's a strong sentiment in Congress and the Administration to reduce the period of 100% federal funding to 18 months. Unfortunately, our most recent data shows that this will not be adequate for either cash assistance or social services for many of these new arrivals that we're seeing today. First the failure to assimilate these people into society, assuming they still need services and welfare, this means an unjustified shift will take place from the federal to the state and local governments. We, needless to say, are very concerned about that.

- 2.) Strongly urge Congress to amend the Refugee Act to provide for:

- Federal aid to counties to address the problems and costs resulting from long-term welfare dependency among refugees who have not become self-sufficient within the 36-month period of federal reimbursement.
- Continued targeted assistance to counties most heavily impacted by refugee resettlement.
- Strong statutory language to ensure consultation with state and local government officials prior to placement of large numbers of refugees into their jurisdictions. The federal government continues to place

refugees into communities without such prior consultation. For example, California has had no voice in federal decisions that have resulted in more than one out of four Indochinese being placed into California since 1975.

I also would like to propose three actions at the state level that we believe could be taken there which will improve the efficiency of the welfare program.

- 1.) Currently state law prohibits the free exchange of information between certain participating agencies which is so vital to assisting refugees to become self-sufficient. You heard that already today. That's a very serious problem. We believe the Welfare and Institution Code Section 10850 should be revised by the State Legislature to permit a free exchange of information among all recognized agencies who provide services to refugees. Our inability to freely exchange information has been an obstacle, and I think it will continue to be a hindrance to removing refugees from the welfare rolls.
- 2.) The various refugee councils and forums in California should be encouraged to place greater emphasis on involving industrial leaders in their efforts to place refugees in jobs. Certainly they are very key....in a very key position to have influence and also jobs available for the refugees.
- 3.) I do concur with Mrs. Churchill from Orange County who stated the problems of the WIN program. We also find that

to be true. 68% of our refugees in Los Angeles County are eligible for the WIN program. The WIN program seemingly does not have the capacity to help the refugees become self-sufficient. Therefore, we would propose that this provision be removed, this requirement, from regulatory statute and that the Employment Development departments, which we do refer to for employment activities, should be permitted to substitute in lieu of WIN other employment projects which could be funded through targeted assistance money. By doing this, this would give us also the opportunity to sanction those who did not cooperate with these employment efforts.

I do thank you for this opportunity to address you. If you have any questions, I'd like to respond to them.

ASSEMBLYWOMAN ALLEN: Very, very clear.

CHAIRMAN CARPENTER: Thank you for your testimony.

MR. VUONG: Carol Porter _____? If not, I think the next speaker will be Dr. Rugmini Shah.

DR. SHAH: Thank you. Mr. Chairman and members of the Committee, friends and colleagues, my name is Dr. Shah. I'm the Health Officer for the City of Long Beach, a city which is heavily impacted by the influx of Southeast Asian refugees since 1975. I also serve as a member of the Board of Directors of the association of all health officers for the State of California. We are a group of professionals who have always been interested and have spoken in favor of creating health care services for all individuals in our community. I appreciate the opportunity given to me today

to appear before this committee, to share some of our concerns towards the health needs of the refugees and possibly make some recommendations to you for your consideration.

I concur with all of you today that self-sufficiency is number one priority for the refugees and immigrants who arrive in this country. However, we need to recognize the refugees we are offering to help are a group of individuals who have been living in unfavorable conditions, overcrowded conditions, and many other related problems going with those unfavorable conditions. It is important then to recognize that self-sufficiency can only be obtained for these individuals if they are healthy and if our local health care providers are able to give them the resources they need to assist them in maintaining their health.

The Long Beach Department of Public Health has maintained one of the highest performance records in refugee health screening during the recent influx of Southeast Asian refugees. We are proud to say, contrary to the media statements, we have not had any public health problems related to the arrivals of Southeast Asian refugees. As you recall, approximately four years ago, there was concerns about tuberculosis in Orange County and similar problems which had been alleged to the arrival of refugees. In fact, we have not had any outbreaks of any kind because of the refugees in our community.

However, it has created a problem for us. We estimate in Long Beach that the ratio of refugees to the non-refugee clients in our clinic services has reached approximately 1 to 5. The sheer number of refugee patient visits annually would have prevented us

from addressing the needs to the routine public health care of our community which, fortunately, we were able to obtain federal assistance through the help of the State of California and other enrolled public health agencies and social service agencies to meet the needs of the refugees. To give you an example of the volume, we provided health-related translation assistance to our refugees approximately for 40,000 patient visits since '79 in Long Beach Public Health Department where we see approximately 100,000 patient visits a year. Despite reduction in the federal refugee quotas as _____ our funding levels, the Department is experiencing a 31% increase in primary migration per year since 1981. We continue to receive a high influx of secondary migrants in addition to the primary migrants.

Many of our services are funded by federal assistance, and after reduction these funds are being experienced, the needs of the refugees continue to be shifted to the local health departments without any increase in the availability of local resources. The refugees are currently eligible for Medi-Cal. However, with the transfer of MIAs _____, it would be limited to the first 18 months. During these first 18 months of their arrival into this country, they totally depend upon public health departments to obtain their health services because of their needs in bilingual services and bicultural services which is often unavailable in private medical practice. Without adequate resources available to the local health departments, the refugees will find it increasingly difficult to obtain the necessary services. The initial 18 month is over, they are no longer eligible for Medi-Cal services

under the MIA transfer. They will be, again, dependent upon the local public health system or the local county health services for their health needs.

Without adequate transportation and language skills, access in these county clinics are rather difficult for a newcomer. Unfortunately, at this time, they also lack---I mean, during the same period of time, they also lack the health-related survival skills _____ the cross cultural orientation in obtaining our western-oriented health related services.

All of these problems will undoubtedly contribute to their need for continued dependency on public assistance as you all heard many times today.

So at least for the security of having Medi-Cal eligibility and health services, they continue to depend upon the welfare system.

I'm going to make a proposal to your consideration. Establishment of an affordable health care delivery system is one of the primary objectives for those of us who are in the field of public health. As the health care costs have been skyrocketing, innovative and cost effective health maintenance plans on a competition basis is certainly appealing to many of us. Most recently, our Association, Association of Health Officers of California, has been actively involved in developing such a health care delivery system for the indigents; namely the refugees and possibly all of the immigrants.

As a public health professional and as a member of this Association, I would like to offer our assistance to your committee

in developing such a cost effective system most likely on a state-wide network wherever the refugees are. We will hope that this system will be affordable as well as accessible to the refugee community.

In summary, the public health problems, as often alleged by the news media, has not been a true propositional public health problem because of the arrival of refugees. The problem solving, the lack of resources to meet the needs of the refugees because of the undue strain in large numbers it has created on our side to provide the services in a very short period of time.

The serious strain on the public health, local or the publicly funded local assistance will continue unless it has been supported as we have done in the past by federal dollars. Continued financial support, therefore, for the local health department or a satisfactory alternate health care system for personal health needs of the refugees should continue to be the concern of all of us, and we will be happy to assist you in any way we can in meeting such a goal.

Thank you for your time.

CHAIRMAN CARPENTER: Do you have any statistics on the proportion of Indochinese refugees that perhaps you're treating for chronic diseases versus acute diseases?

DR. SHAH: We have statistics---as a matter of fact, recently we completed a study for Region 9 and I have given a copy of our study to Miss Jo Frederick. We have a variety of statistics. If you wish, I would be happy to forward them to Jo.

CHAIRMAN CARPENTER: Thank you. We'd like to have those.

ASSEMBLYWOMAN ALLEN: I'll make this quick in the interest of time. I have a question. Do you think that a delivery, a health delivery system to be developed for refugees would be more cost effective than current systems that are in effect now?

DR. SHAH: That's correct. At the moment, the refugees are like any other medically indigent people. They have Medi-Cal eligibility which they can use to go to any local provider, or they can go to the local health department. What we are proposing to do is develop a system, use the same amount of money, and develop a system where we will control the use of the services or control the providers so that it will be very similar to a Kaiser Permanente system or Family Health Plan or Ross-Loos or things of that nature.

ASSEMBLYWOMAN ALLEN: This would be targeted strictly for your refugee.....

DR. SHAH: Refugees and immigrants. Probably will be open to anyone, but at the moment, we are proposing to develop it for refugees and immigrants.

ASSEMBLYWOMAN ALLEN: Do you have any figures that would prove or show or indicate cost savings? Do you have anything at this point or something that still has to be developed?

DR. SHAH: No, we don't have it yet. As a matter of fact, the system is not in effect yet. We established a foundation called Foundation for Health Care of the Indigent. We are in the very, very early stages developing plans. No, we do not have any data yet.

CHAIRMAN CARPENTER: Thank you very much.

DR. SHAH: You're welcome. Thank you.

MR. VUONG: Next speaker is Mr. Dennis White? I don't see him in the audience. Mr. Loc Nguyen from the Catholic Welfare Bureau.

MR. LOC NGUYEN: Mr. Chairman, members of the committee, ladies and gentlemen, my name is Loc Nguyen in charge of refugee resettlement programs of the Catholic Bureau and representing the United States Catholic Conference _____ Agency in Los Angeles. First, I would like to thank you for your invitation to present my views on the difficulties in the resettlement system. My presentation will be brief as I intend to address only one field in the resettlement process---the VOLAG and welfare office relationship.

Confidentiality of client's record is greatly stressed in resettlement, and I agree that it is very important. But confidentiality can be misinterpreted, and this is the major flaw in the resettlement system. Confidentiality should protect the refugees, not force the refugees, VOLAG and welfare office into a parade of red tape. But this is what is happening.

Please correct me if I'm wrong, but I believe the VOLAG and welfare office are supposed to work together for the benefit of the refugees and the resettlement system in general. The greatest problem in the resettlement of refugees has nothing to do with refugees themselves, but with the transmittal of information between VOLAG and the welfare office. Generally, the VOLAGS do not ask much: Is the refugee currently receiving cash assistance? That's all. Under current terms of confidentiality, however, most eligibility workers at the welfare office are reluctant to

release this information.

The welfare office ask for information from the VOLAGS, and in most cases, the information is freely given. After all, we have complete records for refugees, while the welfare office must construct new files. And here in Los Angeles County, we have a form which is very adequate for this purpose---the PA 203.

The problem here is not in the design of the system but rather in its implementation.

With the commencement of new state contracts for refugee assistance, other plays must be considered---the Central Intake Unit and corollary programs. In the past, we have had enough difficulty in obtaining information from the welfare office and the state contractor for education and vocational services. Under current confidentiality procedures they are bound to under their state contracts, they will not be able to release the information we need to fulfill our agreement with State Department.

The VOLAG have agreed to be responsible for the refugees during their first 90 days in the United States. In our interpretation of this agreement, the refugees should not be on welfare during this time. We _____ a system, we have developed a Resettlement and Employability Plan to ensure that you can make success of our agreement, and our case managers are responsible for its successful completion.

Therefore, I ask your consideration of some means to prevent newly arriving refugees from receiving welfare contrary to their plan. One method could be to enact a policy of VOLAG initiated referrals as the sole requirement for acceptance in this program.

This leaves the responsibility for the refugees on the VOLAG where it belongs, at least for the first 90 days. You see, refugees' "grapevine" is so highly developed that often the refugees choose to follow it rather than the case managers. The welfare office has become one stop on the resettlement processing chain, along with the Social Security Office and DMV. The required referral from the VOLAG would put up a stop on this. Those requesting services without the referral would then be referred them back to the VOLAG.

A policy of VOLAG initiated referrals during the refugee's first 90 days, along with an open case policy among the welfare office VOLAGS, and state contractors, will ensure that the refugees do, in fact, make the progress in their resettlement that we all hope for. It will allow the VOLAGS to monitor their cases more closely, cut down on welfare abuse and speed up the resettlement process.

Thank you.

CHAIRMAN CARPENTER: Thank you. Assemblywoman Allen has to leave us, not because she has any less interest in our proceedings, but she fell in the Chambers on Monday and wrenched her back, and it's beginning to pain her. Service in the Assembly, as you know, is a very hazardous duty. I hope it feels better quickly, and thank you very much for being with us today.

ASSEMBLYWOMAN ALLEN: Inaudible.

CHAIRMAN CARPENTER: Yes. Thank you. Thank you for your testimony.

MR. LOC NGUYEN: Thank you, Senator.

CHAIRMAN CARPENTER: Today, we are very fortunate to have with us a woman who has been actively involved in immigration and refugee issues for more than 50 years. I'd like to introduce Mrs. Ruth Murphy Castleman.

Among her numerous achievements, Mrs. Castleman was acknowledged in the Congressional Record for her outstanding professional contributions in the mid-'60s to the efforts which resulted in the removal of the ethnic preference system from U.S. immigration laws. She is the former Executive and past President of the American Immigration and Citizenship Conference and currently Honorary President of the National Immigration Forum which grew out of AICC's coordinating efforts.

On the West Coast, she has been acknowledged by the Durfey Foundation of the University of California, San Diego School of Law for her unique contributions to national legislative affairs; by the International Institute as first woman of immigration affairs in the 20th Century; and will soon be honored by Los Angeles County for her unique contributions to intergroup relations.

Mrs. Castleman, we thank you for appearing today and trust that this committee can achieve just a fraction of what you have accomplished in your untiring quest for equity and dignity among all peoples.

MRS. CASTLEMAN: Thank you. Senator Carpenter, I want to thank you for giving me an opportunity to say just a few words at this moment. I'm very thrilled that there is this committee in California because coming as I originally did from the Eastern segment, who think they own everything in the field of immigration,

and since now, we, here in California, particularly in this particular area, are the great center of immigration in the United States. The fact that there is this joint effort in the....in your areas in the Legislature is so heartening, and I hope you will be very powerful in your influence in Washington. I'm really happy to be here.

My personal concerns are as much in the field of immigration as refugees. I have been very interested in the hearings. I kept thinking as I listened that nobody said, "Do you realize how many millions of dollars went into the education of these refugees before they ever came here that we have been saved?" They weren't born here, we didn't have to send them to elementary school---we only have to teach them English or some special skill---but we didn't have all the fundamental primary education to pay for. In that way, we've gotten a huge asset.

. Also, from what I know and have seen here, so many of them have brought such tremendous energy and skill, as immigrants generally do, by the way---not the skills but certainly the energy. I feel that we are very fortunate in our field that we should be very grateful for what they can give us. I'm just wondering as I listened, after all the VOLAGS have the problem of the ones that have financial problems, but aren't there a great many that never go back? And I wonder what percentage find their way by themselves more or less after they get here. That is true of the refugee.

As far as the immigrant is concerned, may I just tell one little story, and then I'll stop, because I know time is short. But I was telling you, El, the other day and that is a study we

made in Bridgeport, Connecticut, of immigrants, and it showed the speed with which they, before you knew it, they were buying their own homes, having cars and finding their way. This is a country of real opportunity. These are people with initiative that come here and not the ones that just take life and forget about it. They're the ones that do something about life, and we all should be happy to have this new source of energy to enrich our American lives.

I thank you for giving me a chance to say a few words.

CHAIRMAN CARPENTER: You're quite correct. (Applause) Some of the greatest strength of America comes from our pluralism, and this is a long tradition which will be continued with this new wave. (Mrs. Castleman talking from back of the room - Inaudible) And thank you for your contributions to that. Good afternoon.'

MR. PHALEN: Good afternoon, Senator. My name is John Phalen. My testimony has been placed in front of you. I think the pages are a bit twisted, but be that as it may, I would add to....the two....to the credentials. First and foremost, that Ruth Murphy Castleman is my mentor, and secondly, that I ran the largest refugee resettlement program in the country for some seven years.

Mr. Chairman and members of the Joint Committee on Refugee Resettlement and Immigration, I'm indeed pleased for the opportunity to participate in the first hearings of the committee, whose activities can have a pivotal influence on the broad range of social, economic and cultural issues in the future of California. My overview commentary focuses on the committee's unique opportunities in international affairs and will attempt to relate

refugee and migration affairs to California's leadership role in the rapidly emerging Pacific Basin community. My remarks will illustrate three points.

First, the committee is encouraged to bring much needed political maturity to California's role nationally and internationally in migration affairs, separating the unique heritage and experience of this "land of the cowboy" from the mind-set and policy domination in refugee and migration activities that has belonged to the "land of the Yankee."

East Coast bureaucratic and political dominance in migration affairs reflects the several hundred year tradition of migration to the United States from Europe. There are more offices of the Immigration and Naturalization Service in the State of Maine than in the State of California. The New York City office of the Immigration Service, with a smaller caseload, has twice the number of employees than the Los Angeles office. The major refugee resettlement agencies locate their national offices in Washington and New York, while a substantial portion of the refugee population is located in California and the Southwest.

The New York/Washington "old boys club" controls millions of dollars of support services for assisting refugees in the camps located throughout Southeast Asia. Not one California institution and a mere handful of California professionals have participated in federally funded international refugee program operations, in spite of the fact that Californians have some of the best experience in bicultural education and adjustment services. It makes perfect sense "on the rim of the Atlantic" to provide millions of dollars

to a Geneva based organization to move refugees from Bangkok, Manila and Hong Kong to San Francisco and Los Angeles. In other words, the plight of Southeast Asian refugees has been a Pacific Basin tragedy with an Atlantic Basin controlled response.

What New York was in this century's beginning, Los Angeles has become in the century's end---the largest international community in the history of world civilization. These hearings are being conducted in an urban core where over 50% of the population is foreign-born and in a state that is being called a "third world state." Yet, two-thirds to three-fourths of all federal refugee policy and immigration law is generated by leadership representing constituencies east of the Rockies.

California is suffering a leadership vacuum in the role it must undertake nationally and internationally in refugee resettlement and immigration affairs. The principalities and powers in those political arenas are not going to force that leadership role upon us, although many would, I am convinced, welcome mature initiative on our part. This committee can begin to assume that leadership role. Two elements mentioned but not explained here must be a part of a leadership strategy---development of a professionally thoughtful yet politically useful California information base in refugee and migration affairs, as well as the strategic involvement of senior level local government and private sector leadership in information and policy formation processes.

As a second point, the committee is encouraged to use a regional/international political model for interpreting its role in refugee resettlement and immigration affairs as distinct from

the conventional nation state model which is either unquestionably or unconsciously assumed to be the only possible or appropriate perspective from which to interpret the forces involved in worldwide migration. Again, the Joint Committee has an international dimension to its focus as a state or regional voice in national and international affairs. Florida has already taken this approach in the formation of a state commission which relates to the Caribbean and is working with Haiti in an attempt to resolve some of the economic causes that have prompted the migration of Haitians to Florida.

From the perspective of a nation state political model, political wisdom has deemed it appropriate in the current national discussion of the proposed Simpson/Mazzoli immigration legislation to ignore the issue of the United States' position as a country of first asylum for refugees. The national refugee relief agencies committed to the federal dollar and conditioned to the nation state model, quickly geared up the national heart of America to establish El Salvadorian refugee camps in Honduras and have all but neglected the thousands upon thousands of El Salvadorian refugees resident in the State of California who are surviving through the goodwill of California citizens and its public and private institutions. The plight of the El Salvadorian refugees, in a very practical economic as well as....in humanitarian terms, is but one of the countless examples of a migration phenomena that begins to have a different priority for Californians when looked at from a regional/international perspective.

Looking to the future rather than the past, which has been

the conventional perspective of law and policy constructs in migration affairs, tomorrow's world is rapidly shrinking. Modern means of communication and transportation will bring more and more refugees like the El Salvadorians to California who, in past, would have been left to perish in the turmoil of their country's political strife.

From the perspective of a regional/international political model, priorities in the definition of a refugee might well differ from the perspective of a nation state model. The regional/international model might also open the way for a different vision of California's relationship to the Southeast Asian refugee camps. The refugees now living in California, in fact, have a more direct information linkage with Southeast Asia than do the Americans in California who are responsible for refugee services and must communicate with Bangkok, Manila and Hong Kong through New York and Washington. Information strategies critical to service and political maturity and refugee resettlement will appear differently from the regional/international perspective.

I recall testifying before the Assembly Health Committee several years ago on the matter of refugee health concerns, including concerns regarding the health care and screening of refugees in the camps in Southeast Asia. That morning, as I ruminated over the paltry nature of the information available to share with the committee, I happened to pick up a copy of the Congressional Record that had been sent to me by an East Coast senator who had read into the Record a report from an East Coast newspaper on an extensive study conducted by an East Coast academic concerning the

size of the undocumented immigrant population residing principally in the West and Southwest.

A regional/international political perception opens the way for California to generate its own perception as to the definition of a refugee, let alone an immigrant, and its own strategic response nationally and internationally, as well as within the State to the realities of refugee resettlement. The question of the secondary migration of refugees to California, who have recently been resettled in other parts of the country, illustrates the need further for a strong California regional approach in information and operational policy. A number of well-intentioned efforts, designed and coordinated by the East Coast, have attempted to resettle refugees outside of California. But there has been a constant flow of refugees to California shortly after resettlement in other states. Little of the California resettlement experience has been called upon in the development of these strategies and little in the way of tracking information has been developed to assure that California is receiving its proportionate share of refugee support service funding related to secondary migration. California's approach, especially to the matter of dollars related to resettlement, has been reactive rather than proactive---the normative course of California's response nationally to refugee and immigrant issues. California's elected leadership must take responsibility for generating a proactive, discrete information strategy rather than calling upon administrative staff to somehow create needed information in the heat of political controversy in migration affairs.

As my third point, California must understand its economic

positioning nationally and internationally as a uniquely third world region in need of employment and economic development strategies suitable to third world, traditional peoples. Alvin Toffler's book, The Third Wave, provides a useful metaphor in identifying the distinctive cultural and economic composition of the California population. Toffler envisions a world in an era of transition with three societal waves clashing into each other---the first wave of traditional culture, the second wave of industrialized culture that seems to be at the point of exhaustion in the United States, and the post-industrial third wave which is centered in communications, high technology, ecology and the implications of such terms as holistic health and consciousness. The East Coast and the Atlantic Basin came into their political and economic maturity as a result of the second wave industrial revolution. The nation state political model, in fact, became the predominant model for government in the world during the same era. But California, where a new regional/international political model has strategic use, is a region of first wave or pre-industrial and third wave or post-industrial peoples---peoples, by the way, who share more in values, according to Toffler, than they do with the impersonalized, bureaucratic style of the second wave.

The strategy for self-sufficiency devised by a second wave mind-set may not relate to the first wave peoples who have been resettled in Southern California from Southeast Asia and who, of course, have come from other areas of the world. For example, training individuals to travel to a second wave type of job and bringing home a paycheck is not going to provide self-sufficiency

for many refugee families. A first wave strategy where the family, rather than the individual, is understood as the economic production unit might plan to undertake urban agriculture and cottage industries in addition to one second wave job that might, in fact, be shared by several members of the family. In other words, a first wave family strategy for self-sufficiency, the style common to many refugees now on second wave welfare, could open the way to self-sufficiency. Throwing money at the problem in second wave bureaucratic style will do little to resolve what are really structural issues in unemployment. The new impact funds can make a difference if we focus on economic development by refugees in their own communities. It is time for Americans to treat the refugee community like adults, taking a supportive rather than a lead role and assisting refugees in their own entrepreneurial efforts which can create new jobs.

As a second part of this economic consideration and as the concluding reflection of these remarks, the regional/international model is useful in understanding the relatedness of economic as well as political realities in the Pacific Basin to refugee and migration affairs in California. I recall attending a Brookings Institute conference on immigration at their Washington center several years ago with a Los Angeles City Councilman, wherein our remarks were interpreted with the old saw of "here comes California again looking for money." I responded that we were not asking for money to be thrown at complex problems but for some organizations such as the World Bank with extensive third world development experience to assist California in the initiation of a third world

development plan.

At another time and from another perspective, I might talk about economic planning in Mexifornia where priorities given to, say, the development of Mexican oil, which is related to the market needs of California, generated inflation in Mexico, does little to relieve the high rate of Mexican unemployment and is subsequently related to the push factors of undocumented migration from Mexico to California.

I shall provide two examples of the regional/international relatedness of economic/political issues to refugee resettlement.

Northeastern Thailand, the location of a substantial number of refugees and refugee camps, is a very sensitive area politically and a marginal area economically. Thais say the refugees in the camps have a better living than some of the Thais in the region. California, with a vital and very capable Thai immigrant population, could be in a strategic place to generate assistance and economic development in Northeast Thailand in a way that would relieve or balance the pressures Thailand is experiencing to move people out of the camps, either across borders to their own country or to resettlement receiving countries.

From another perspective, the participation of Japan in resettlement concerns might be expanded. Tokyo, as well as Mexico City, may have more at stake in the economic viability of California than New York and Washington. That self interest could be an avenue for encouraging Japanese economic development assistance to the emerging refugee economies in California. Japanese Americans would be ready facilitators of both economic aid and technical

assistance, enabling another minority Asian community to discover the wherewithal of success in the larger American marketplace. The distinctive cultural heritage and Pacific Basin immigrant experience becomes a viable resource in a California regional/international perspective. I might add, by the way, that Japanese agricultural technology, oriented to the smaller farm, might do more to assist in labor intensive agricultural development in either Mexico or Thailand than the American macro agricultural skill.

In any case, the nation state model with international development strategies generated out of Washington does not bring so readily into focus the relatedness of international, economic and political realities to refugee resettlement and immigration in California, nor does it bring to light the creative use of responding resources that can be generated from California when the situation is viewed through the perspective of a regional/international model.

To conclude with a quotation from a famous American:

The Mediterranean Era died with the discovery of America. The Atlantic Era is now at the height of its development and must soon exhaust the resources at its command. The Pacific Era, destined to be the greatest of all, is just at its dawn.

This is an excerpt from the 1903 writings of Theodore Roosevelt. Our world as Californians is now a part of the emerging Pacific Era.

CHAIRMAN CARPENTER: The internationalist thrust of your remarks certainly adds a flavor to this hearing that has been missing here until now, and I think, also, reflects economic

reality. Perhaps, hopefully, with a little bit of work and effort on the parts of a lot of people, perhaps it will soon reflect political reality as well.

MR. PHALEN: I should hope so. Thank you, sir.

CHAIRMAN CARPENTER: Thank you.

MR. VUONG: Our next speaker is Paula Reimers from the Lutheran Immigrant and Refugee Services.

MS. REIMERS: Hi guys! My name is Paula Reimers. I'm Director of Immigration and Refugee Resettlement for Lutheran Social Services of Southern California.

I know that there is a perception problem of California and its many problems dealing with refugees and immigrants on the East Coast. I know that California has been referred to as the (quote) "black hole of resettlement" (unquote) and as the "undigested lump," and I think Jo has probably heard those kinds of comments when she's been back in Washington trying to talk to people back there.

There is a problem. I don't think that California's properly appreciated in what we have done, and I believe that this committee has....will have some important things to say in Washington and in New York about those issues.

I'd like to....a number of issues that I was going to talk about have already been addressed---the Medi-Cal issue, Medicare, medical care, the idea that public assistance is an entitlement, whereas many of us in the voluntary agency segments and the rest of the community see it as aid for those in transition to employment.

The confidentiality issue is a major issue. We, as voluntary agencies, have a good deal of information that we would like to share with others, and since we do feel a moral commitment to the refugees for a period of time---a good deal of time after their arrival---even past our State Department contractual responsibilities---we would also like to know what's happening to the people that we've helped bring here. And yet, what's happened with the State's system, certainly in the most recent period, is that there's what's been called an "Iron Curtain" of confidentiality that's come down over communications between local welfare departments, service providers and state-funded providers. It seems like the only time anyone wants information from the voluntary agencies is when they want to find out how many people they can expect to have arrived. But after that point, voluntary agencies are treated as interlopers in the process. So that's all I'm going to say about confidentiality, and I'm sure other people will speak about it, and people already have.

One thing that will impact us is a new INS document---the new I-94, which you....I'm not sure you can do anything about, but someone needs to talk to INS about that. The new I-94 gives the individual's name---first name, last name---the country from which they came, the date of arrival, but it does not give the alien number. It does not give the---if it's a refugee---the agency that resettled the person, and it does not give the place of original resettlement. If that information is provided at all, and you're very lucky if it is, it is put on the back of the card. In most European and African cases, the information is not on the

card at all, and for Indochinese, sometimes they remember to put it on and sometimes they don't. That.....

MS. FREDERICK: Inaudible

MS. REIMERS: They've changed the new form, so it's not the old I-94. As of January 1st, there's a new I-94.

MS. FREDERICK: Is there a rationale as to why that change has occurred when the federal government is requiring specific kind of information?

MS. REIMERS: I asked INS about it, and the individual that I talked to said he didn't know who came up with the idea for the new form, but he'd like to know, because he'd like to meet him sometime.

One comment in terms of Indochinese refugees is since there's only space for last name and first name, many of the names are the same. Especially when you're only dealing with last and first names, you really need the middle name's, and there's no space on the card for that. So, some of our---especially for secondary migrants---some of our county providers or county welfare departments are getting people with the new I-94s; they don't know where to refer them in terms of the voluntary agency signing the welfare form; they don't know....the individual doesn't even know his alien number in many cases. And it's really a problem. The idea for the new form was that it was to be used for everyone---refugees, immigrants, everybody. But they left off very important information.

MS. FREDERICK: Inaudible

MS. REIMERS: That will be....we've already had problems with

it, and I'm sure that we'll have more problems with it. The County might be able to say more about that.

One of the things that's affected refugees becoming employed was the elimination in the budget Reconciliation Act a couple years back of the work incentive program. So, essentially what happens now is that a family with a large number of children, taking a minimum wage job, even if both parents are working, which leaves a problem with child care, simply cannot feed the family.

What it amounts to is a waste of money, because, in the past, you were paying, for example, \$200 a month additional in supplemental funds. It was called "thirty and a third," etc.---had a number of names. Now, those people have been forced onto full reliance on welfare. In many cases, against their will. We've had a number of clients in our office actually weeping because they didn't want their children to grow up in, in....on a welfare system, and yet, the mathematics simply didn't work for them. You cannot feed your children and provide child care for your children at the same time and take this job. You must go on assistance. There is no other alternative. And that was a very bitter pill for people to swallow. And yet, there simply wasn't anything else that could be done once the---it was called the Working Mothers' Budget---the work incentive program was eliminated.

I'd just like to mention secondary migration which has been mentioned a little bit. We are a nation of immigrants, and I think we need to learn from U.S. history regarding the experience of other immigrants and refugee groups. Secondary migration in California is probably two or three or four times initial place-

ment. It varies by the agency. A lot of people, of course, we don't know about coming to the local area. It strikes everybody as a totally, unpredictable phenomenon, but sociologically it's totally predictable. Every immigrant group has settled in clusters---everyone. And if you go to your major cities---especially in the East Coast---you find the Polish section and the Italian section and the Irish section and everything else.

What we've done is say that---or what the federal government has done in terms of its placement policy is say that Indochinese refugees and other refugees will not follow that pattern. The federal government will decide where they will be placed---in Iowa or wherever---and they won't move. Well, of course they move. They move because of climate, community, family, opportunities to learn English, all sorts of opportunities, that sometimes protection. All the reasons that people tend to cluster. A community that speaks your own language. So, that in fact, the federal placement policies are encouraging secondary migration, and when the Police Chief from Westminster spoke and a number of other people have spoke about not knowing how many people to expect. There is no way. We, as voluntary agencies, can tell you how many people we will place in a given period of time in this area, but we can't tell you about secondary migration. We wish we could. All we can tell you is after the fact how many people have come if we get all the information.

And the federal government has created that for California. Placement policies have created that for California, and I think the federal government must accept its responsibility in that

regard. It's not California's problem, it's the federal government's problem for placing people in places they didn't want to be in the first place. And let...then they have to come here, and they bear all the expenses of moving themselves. Usually they're not resettled in the first area, they didn't have jobs, and they, naturally, end up on assistance. So I think that there needs to be a little studying of history and understanding that these phenomenons are not new, they're totally predictable.

Many of the problems, also, that have been identified today in terms of health, job skills, ESL, crimes, suspicion of police and government officials are also problems that other immigrant groups have faced and also ideas that those people have had suspicion of local authorities, police, etc. If you go back and look at some of the old newspaper clippings from the 1800s, you will find the same kinds of comments that we hear among the American public today.

Who provided the services?--many times I'm asked. Well, my grandfather made it. I think one of the things that we need to say to the American people is there were resettled communities when our immigrant ancestors came who'd been here for twenty, thirty years. This wave of Indochinese refugees, especially, has only been here for eight years. You don't develop a strong... people are trying to develop, but it takes time to develop a strong community. Eight years is not long enough and not long enough to judge it as a failure.

And I think, also, it should be pointed out to people that a lot of people died. The people---we, immigrants' children---are the children of people who managed to survive. That the infant

mortality rate in the ghettos in New York City was 50%. People died in sweat shops, they died from overwork and disease and overcrowding. The same kinds of things that we see in immigrant communities today.

I think what I'm asking is that we go back and look at our own history, look at our own family history and understand, I hope and I pray, that the United States as a people, the American people, as a people, have come a little farther than we were in the 1800s. That we understand that death is not a solution to an immigrant problem, an immigrant group. That we want....we must have compassion, we must say what was acceptable to people in the 1800s. Large numbers of people dying is not acceptable anymore. We have a different standard of morality.

Senator Simpson has talked a good deal about compassion fatigue of the American people. I work with Lutheran churches in resettling refugees, and I can tell you that the fatigue, at least among our churches, is not there. That our churches and many other segments of the American people still have compassion, still are involved. Our churches are sponsoring refugees, and they're assisting families in bringing their own family members from abroad. Maybe not a total church sponsorship but an assistance. In many cases, our churches are picking up some of the secondary migrants who come from other parts of the country totally destitute because of these policies that I alluded to before.

So, the American people are not burned out, I don't believe. I believe there's a good deal of compassion and a good deal of care still out there. If we talk too much about compassion fatigue

and things like that, we can make it a reality. We can convince people that they're burned out. But I don't think they are. I have a strong commitment---most of the people that you've heard today have a strong commitment---but I also want to say that we speak for thousands in Southern California. I'm speaking for millions of people in the churches that I work with and other agencies that deal with churches. We're not burned out. We have a great deal of compassion. We want to be involved in the process. We want to be assisting. We don't want bureaucratic barriers put in the way of our assisting, but there's a huge private sector out there, organized in various ways, through MAAs, through churches, through community groups that do want to help, and we need to say to the federal government that we're not tired.

At this point, if current rates continue, approximately half of the allocated numbers of refugees will come to the United States this fiscal year. That is a tragedy given the conditions that people are living in abroad, especially in the Indochinese refugee camps where there are above 200,000 people still hoping and praying for a resettlement in some other part of the world and mainly to join---many of them to join relatives in the United States. People in Africa and people in Europe..... END OF TAPE

MR. RUJANAWECH: Mr. Chairman, ladies and gentlemen, my name is Garoon Rujanawech. I represent Lao Family Community located in Santa Ana.

I'd like to testify to the problems of....the current problems of Laotian refugees in California include the employment situation, secondary migration to California where the unemployment rate among

the Indochinese refugees is exceedingly high, and the welfare system which provides inequitable payment to the refugees.

Doubting the employment situation, not only do refugees have to surmount the lack of education and marketable skills, but they also have to hurdle the English language problem. In looking for employment for the refugees, our job developer has had to deal with the current economy situation as well.

Out of 52 companies contacted since February, only two had entry level openings at present. Some companies were replacing inexperienced employees with skilled, experienced ones, usually one to two years experience. About one-third of all companies contacted suggested to try again in several months. However, many companies have laid off employees in the past several months, and so, before they consider any new applicants, they will give priority to their former workers. All companies invariably want only applicants with "good English." What, then; can we do about our older aged refugees who do not have this skill? A possible answer might be hiring them in Indochinese owned businesses. The positive aspect of the situation is that several of the companies employed Indochinese refugees and were happy with them. They said that they would let us know of any openings.

Regarding the secondary migration opportunities in farming, the Hmong people were farmers in their native land, and that's also true with the Cambodian and the Vietnamese, and it is from this background that they are seeking land for farming. It is not an artificially imposed idea from outside, and this gives it an impetus for success as certainly already demonstrated by their

growing success in Fresno, Indio and elsewhere. The farmers moved from a world of intimately appreciated plants and animals and crops to a sometimes hostile, oftentimes challenging and always alien urban environment. Lao Family Community, which has its headquarters in Santa Ana, sees the needs of the community and has submitted a questionnaire to 500 families. Of these, 100 are interested in farming.

The initial contact has been made with a local land owner, and the results are very hopeful that we shall be able to lease land for a token amount. They want to see a successful project emerge. Two hundred acres was proposed, and a portion of this will be requested for a federally funded pilot project which will expand within a year so that the 200 acres will be encompassed as a privately owned business by and for Indochinese refugees. Concurrently with the pilot project, Lao Family will make an effort to get assistance from SBA---Small Business Association---Administration?---especially in the technical assistance for business management and marketing analyses..

Secondary migration to the Central Valley has been noted because of a rumour to the effect that one can make \$11,000 to \$15,000 a year per acre. The number can be doubled if there are two crops per year. There are 30,000 Hmong in California, 11,000 of which are in Fresno, 6,000 in Merced, and 6,500 in Stockton, 3,500 in Orange County and a scattered amount in other areas. The federal government should support the farming projects already initiated and the ones looking for aid.

Regarding welfare, the welfare system is another issue to be

addressed and if possible, resolved. It was indicated to us that the Hmong people, as well as some other Indochinese refugees, look at the welfare as a temporary relief, and yet, it provides a more adequate income than accepting employment that pays sometimes much less than welfare. Therefore, there have been many Indochinese refugees looking for a job but become discouraged because of the unrealistic payment of living expenses. In talking to Joe Jacobs, Employment Services Supervisor for the Orange County Social Services Agency, he said that in an informal survey of 400 case studies of families with children, it is not worthwhile to even look for employment in over 74% of the cases because of the lack of skills needed for employment.

From our point of view, these refugees need encouragement, and this encouragement should come from the revision of the welfare system. Supplemental assistance is and should be available for underemployed refugees. In addition, we cannot deny that refugees have been discouraged in participating in employment-seeking, because they have been turned down so many times. It is, therefore, essential to bring them up to the point where they are able to function so that they can find employment. It is for this purpose that we are currently writing a three-week course which would greatly alleviate the fears that people feel when seeking employment. This three-week course in employment-seeking will especially help the Indochinese, because it will seek to put them in touch with the American system and culture, as well as provide group support needed to become employable. (And the curriculum is attached to be given to you later.)

Thank you for letting us share the impact of Indochinese refugee resettlement in Orange County and elsewhere. We trust your judgment, consideration and effort in improving the resettlement process of our people. Thank you very much.

CHAIRMAN CARPENTER: Thank you for your statistics.

MR. VUONG: Our next speaker, Hoang Giao from the Vietnamese Chamber of Commerce in Orange County.

MR. HOANG GIAO: Senator Carpenter, ladies and gentlemen, my name is Hoang Giao, Program Director of the Vietnamese Chamber of Commerce in America. On behalf of the Vietnamese Chamber of Commerce, I would like to thank you for giving me the opportunity to testify before the hearings.

The Vietnamese refugees came to the U.S. with an affirmative
(?) (?) (?) admission to a bureaucratic carrier as they had decided to leave
(?) everything behind. With the social _____ motivation to sections,
coupled with their previous work experience, these people has been
successful in doing business.

The number of businesses are increasing. Our surveys shows that there are about 800 businesses owned and operated by Vietnamese refugees in Southern California. Most of these businesses are concentrated in Orange County, Los Angeles County and San Diego County.

They do the business not only to make their living but also to be economically self-sufficient. One of the men polled we should mention, he said that the Vietnamese have build their business with their own capability. They never try to get loan at low interest from government or public financial institution as many people

misunderstood, but from their family, their children, their parents, their relatives. When they are in the business, they try to work hard, save more and expense less. If someone could borrow money from SBA or a bank they must meet the same criteria of the other people do. They have to pay taxes, they have to get the license like everybody. We can say that the Vietnamese refugee businesses base it on family structure. They have not had any privilege at all.

To handle the Vietnamese refugee desiring to start or improve their businesses, the Vietnamese Chamber of Commerce has been established since 1980. Its primary objectives are to provide resources, technical assistance and access to capital resources for existing and prospective entrepreneurs; conducting training programs; disseminating documents on different aspects of doing business.

Only after three months of working under the grant from the Office of Refugee Resettlement; we have got the following results: Three seminars on business development and business management with more than 200 participants for each seminar. Those seminars has been held in L.A. and Orange County. Seven more will be organized in the seven coming months. Three training courses has been organized with about 40 participants for each course. We can say that our program is a very successful one, and we found that most of the refugees are willing to own a business in order to be financially self-sufficient. To achieve these programs, we expect more support from both federal and the state government (?) so that we could continue our job we have done sensibly so far.

That is to help and encourage refugees to make their living by doing the business in order to be not a burden of the American people.

Thank you.

CHAIRMAN CARPENTER: Thank you. There were some....we heard some testimony this morning that there was a brief flurry of activity in Westminster to....designed to inhibit the business activities of your community. Has there been any continuation of that? Has that effort stopped?

MR. HOANG GIAO: Excuse me, you mean the people?

CHAIRMAN CARPENTER: The business license.

MR. HOANG GIAO: The business license.

CHAIRMAN CARPENTER: Right.

MR. HOANG GIAO: I don't think so. There was a petition about two years ago made by a group of American citizenry of the Westminster City Hall to stop issuing the business license to the Vietnamese refugee as well as Indochinese. But that petition has been denied by the councilmen, by the City Hall.

CHAIRMAN CARPENTER: Of course, that's illegal.

MR. HOANG GIAO: Yes. That's why the City Hall are continuing to issue any license for those people who want to open a business. That's why, I am sure, that the number of the Vietnamese businesses in Orange County will be increased annually and steadily.

CHAIRMAN CARPENTER: And I think your Chamber of Commerce is now engaging in some joint meetings with the Westminster Chamber of Commerce, too, are they not?

MR. HOANG GIAO: We don't have a joint meeting, but we _____

the assistance of not only from the Chamber of the Commerce of Westminster but also from the Small Business Administration, and
(?)
we think that to December we can carry out our program very
(?)
successful.

CHAIRMAN CARPENTER: Okay, thank you.

MR. HOANG GIAO: Thank you.

MR. VUONG: If I may ask one small question. In the Westminster area, how many businesses now are owned or operated by the refugee
_____?

MR. HOANG GIAO: People used to call the Bolsa Avenue---the area limited by Bolsa Avenue, Broadhurst, Westminster and Magnolia--- is a Little Saigon. It concentrates about over 200 businesses over there, and in Orange County _____, there are about 500 businesses owned by Vietnamese.

MR. VUONG: Thank you very much.

MR. HOANG GIAO: Thank you.

MR. VUONG: Miss Joan Pinchuk please.

MRS. PINCHUK: I think I'm the last one. I'm Joan Pinchuk, and I am the countywide Los Angeles County Refugee Coordinator, and I'm attached to the Department of Community Development.

And, I was going to ask you to legislate for some sunshine, but I think that's even beyond the Senate's jurisdiction, so I'm going to raise two other issues that are really important to us also. (Someone comments about the sun) Oh is it?! Hey, you did it without knowing it!

The first issue is confidentiality. You've heard a lot about that today from various parties, but one issue that I would like

to stress on is this one, mainly because just recently our Department was granted a state grant for about \$30,000 to implement a countywide refugee management system program, and with that system, we would computerize and receive data, collect data, analyze it, distribute it, share it, develop demographics, do planning both for programs as well as for funding.

CHAIRMAN CARPENTER: How do you get around the confidentiality issue?

MRS. PINCHUK: That's what has occurred is we cannot. What has happened is that we now appear---and I say appear because things are still being discussed to be limited in only sharing this information within our own close circle of State Department of Social Services providers. We cannot share with the VOLAGS and vice versa. We cannot share with the Department of Public Social Services. So as a result, we have maybe one-third of the information that's really out there, and the VOLAGS are very critical as well as the mutual assistance associations.

We had wanted to develop this simple, one-page computer form that people could fill out; we'd have all the data; we could alert agencies that, hey, this person has already had 800 hours of ESL, why are they in the first level ESL now? Why is this welder who quit his job back east to come out here to the warm climate, why is he in an Assembly Electronics class? So we thought with this system, we could, then, develop stats that are very helpful for us to get money to California, as well as to avoid the duplication, sometimes the fraud and properly, really properly, assess the refugee as to what does he or she need rather than them just going with

limited information.

So, therefore, our request would be, is how can we or will you take on the modification or change of the State Welfare and Institutions Code, that famous Section 10850, or the State Confidentiality law or, and/or, the interpretation that the legal staff of DSS has given for those two laws. I know there is many of us in the audience who would be glad to work with anyone to try to resolve this issue, because it has really stymied us from being really cost effective or efficient and for really operating some good programs.

My next point, which I'll move on quickly, is the budget control language, the state budget control language, and the DSS, or State Department of Social Services, interpretation of such. What we see---and you've heard this before about, you know, those services maybe aren't where they should be or we maybe need certain types that we don't have. If we could have more general or broad based budget control language or more flexible State Department of Social Service interpretation, we could maybe locally administer these programs with the help of our MAAs and VOLAGS to make sure that we have, with the minimal funds that are becoming available, make sure that we have the services distributed properly so, as one gentleman said, you don't have an individual traveling from Whittier to San Fernando Valley or vice versa to get this assessment or to have English as a second language more conveniently located because we, as a local community, could plan and then target our RSPs for even certain jurisdictions in geographic areas.

The Central Intake Unit is another one that is causing us great

pains, and this is as a result of, and a needed one, to have a uniform system statewide, to have standards statewide, but as you all here in Sacramento, L.A. County is different. We are big. We have our special problems, and so as such, a system that might work very well in Alameda, Santa Clara or even Orange, which is obviously larger, might not cut it in Los Angeles and, therefore, we're asking for a more liberal interpretation of how to operate refugee programs to allow local governments and their refugee organizations to plan, administer and operate the program so that we are more localized, meet local needs. And in that way, giving the counties the option to do this would be of great benefit to Los Angeles.

I have copies of my written testimony and so I thank you. If you have any questions, I'll be more than glad to answer them.

CHAIRMAN CARPENTER: You make your points well, and we hear you.

MRS. PINCHUK: Okay, great! I'm glad it's sunny now outside.
(?)

MR. VUONG: This original list of the people who had calling or had a plan and scheduled to speak today. There's only one additional non-scheduled witness. Mr. Win Quong _____ in the room? Okay, I think the sun has already lured him out. Senator?

CHAIRMAN CARPENTER: Thank you for being with us today, for contributing to our education and for making the many constructive suggestions that, hopefully, will make our interactions with the refugee and immigration communities more humane, more effective, and we hope that as any of you may have constructive thoughts for this committee in the future, that you will feel free to contact

us with those ideas. And with that.....(Gavel struck)

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